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DECEMBER 1938 CONTENTS VOL. LXXIV No. 12

Survivors' Benefits.....JOHN J. CORSON 371
Amendment Season for Social Security.....GLEN LEET 373
A Juvenile Court Gets Its Face Lifted.....MARION ALEY 375
The Unseen Plague of Chronic Sickness.....ERNST P. BOAS, M.D. 376
The Other Side.....WILBER IRVIN NEWSTETTER 378
The County Worker's Job
Learning From the Job.....JOSEPHINE STRODE 380
Porter Lee, Social Work Philosopher.....JOANNA C. COLCORD 382
Here in Washington: by *The Survey's* Observer..... 383
The Common Welfare..... 384
The Social Front..... 386
Jobs and Workers • Relief • Among the States • Youth and Education • The Insurances • Against Crime • Birth Control • Hospitals • The Public's Health • Professional • People and Things
Book Reviews..... 395
The Pamphlet Shelf..... 400

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So They Say

• The world's armament bill will exceed $17 billion this year and not a nation on earth is prepared for war.—*St. Louis Post Dispatch.*

• The world has been cursed in the last thirty years by people who had abstract ideas and tried to make society fit them.—DOROTHY THOMPSON, *news commentator.*

• They [social workers] are more interested in finding out what applicants for relief need and in giving it to them than in making sure that they are entitled to help.—*Chicago Tribune.*

• Private welfare agencies in Omaha are so deluged with appeals for bread and shelter as to be distracted from their programs of constructive and preventive work.—FARNSWORTH CROWDER *in Survey Graphic.*

• We need not worry about preventing crimes in the underprivileged boy if we will stop committing crimes against him and breeding him in underprivileged areas.—SANFORD BATES, *Boys' Clubs of America, Inc.*

• Nothing is so certain in human affairs as that what is built on force must perish and that the free responsible human soul, on which democracy builds, is indestructible.—ALVIN JOHNSON, *The New School for Social Research.*

• Among the reasons why the light from the lamp of Florence Nightingale shone far was because she was known to be perfectly ready to throw it at anybody who stood in the way of righteous progress.—DR. THOMAS PARRAN, JR., *U.S. Public Health Service.*

• There is nothing quite so powerful in the world as an idea whose time has come.—VICTOR HUGO.

• Capital punishment is no deterrent; it is merely a custom.—EDWOOD H. WILSON, *warden, Delaware State Prison.*

• It is curious how we change our ideas of modernity as we push back our studies into the past.—PROF. EDWARD KENNARD RAND, *Harvard University.*

• A bachelor's degree is not an insurance policy against the effects of economic depression.—*Report on earnings of alumni of the University of Minnesota.*

• Elegance in velvet to carry you through your most social afternoon—charity luncheon, cocktails, dinner.—*New York department store advertisement.*

• To discuss American political troubles with Europeans was like a millionaire complaining to one of the unemployed how difficult it is to find a really good valet.—WALTER LIPPMANN, *news commentator, on his return from Europe.*

• The next time the counterfeits try to sell you the idea of dictatorships, remember this: they want to make America part of their scheme. We are their only threat! We have everything they haven't got and everything they are against!! Liberty, Independence, Tolerance, two beautiful oceans, Myrna Loy and ice cream sodas.—WALTER WINCHELL, *columnist.*

• Civilization's greatest handicap always has been mankind's inability to reject any fool idea that is preached long enough.—*Buffalo News.*

• I think it's a social detriment to be a policewoman. Our boy friends are awed by our strength and don't like the idea of us carrying guns.—*Candidate for job of policewoman, New York.*

• No man can possibly be educated until he has been a candidate for public office. You can't get it by heresay.—RICHARD B. SCANDRETT, JR., *recent candidate for representative-at-large, New York.*

• Do you have a man who goes out to tell people what they can't do when they want to do it when the neighbors don't want them to?—*Inquirer at office of Indiana State Department of Public Welfare.*

• War is not an instinct but an invention. It is unknown to animals and is purely a human institution, like science or administration.—JOSÉ ORTEGA Y GASSET, *Spanish philosopher, in The Rotarian.*

• Democratic institutions are never done; they are like living tissues, always amaking. It is a strenuous thing, this living the life of a free people; our success in it depends upon training, not upon clever inventions.—WOODROW WILSON, 1893.

• Here is the paradox of knowledge. The only things we know as immutable truths are the things we do not understand. The only things we understand are mutable and never fully known.—ROBERT MORRISON MACIVER, *in On Going to College.*

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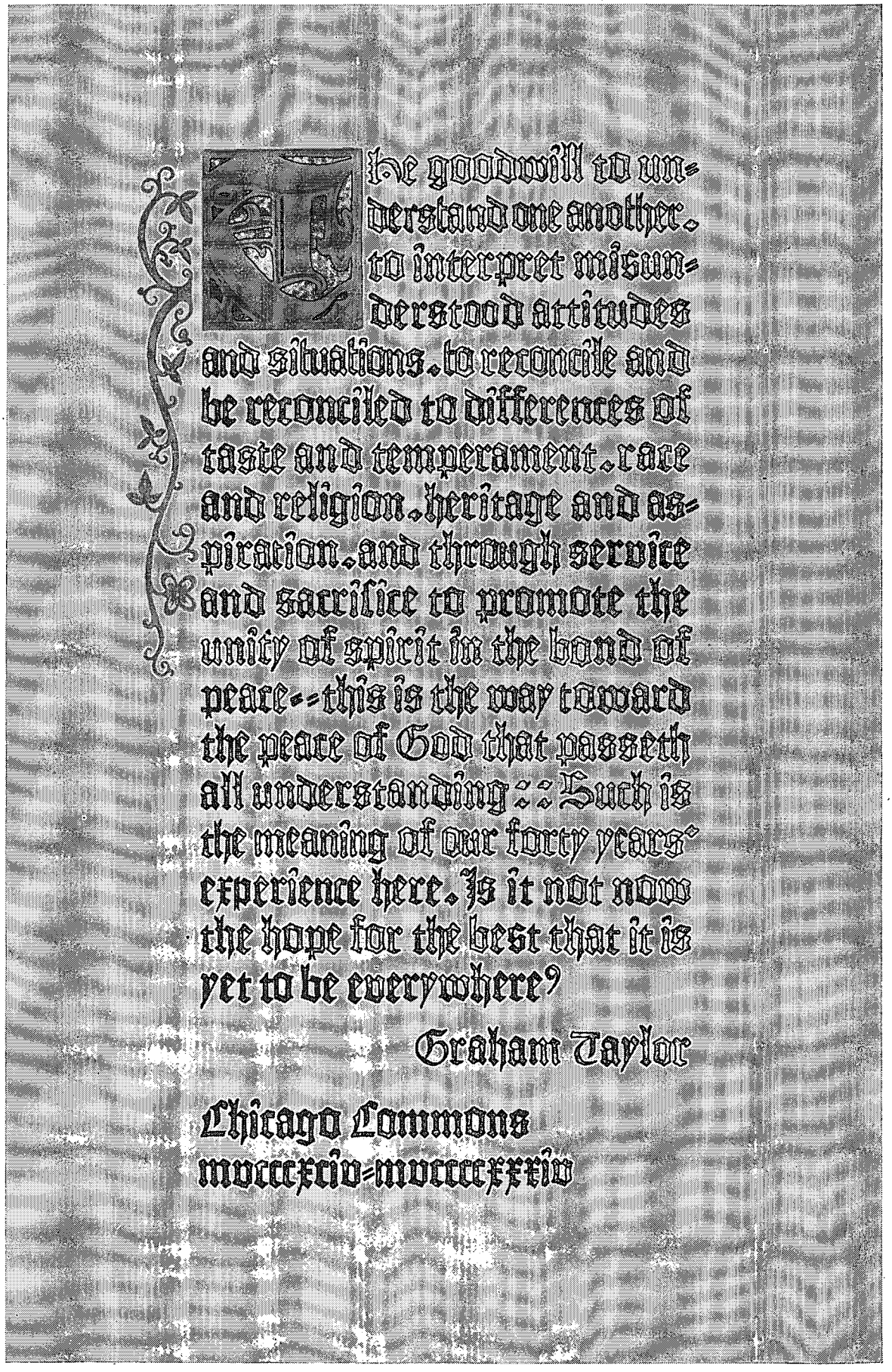
The goodwill to understand one another. to interpret misunderstood attitudes and situations. to reconcile and be reconciled to differences of taste and temperament. race and religion. heritage and aspiration. and through service and sacrifice to promote the unity of spirit in the bond of peace -- this is the way toward the peace of God that passeth all understanding :: Such is the meaning of our forty years' experience here. Is it not now the hope for the best that it is yet to be everywhere?
Graham Taylor
Chicago Commons
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Now more than ever do we cherish Professor Taylor's holiday greeting of a few years ago. His inspiriting message, with its illuminated initial, was set by hand in the Donat Type of that great German, Gutenberg

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SURVEY MIDMONTHLY

DECEMBER 1938 VOL. LXXIV NO. 12

Survivors' Benefits

By JOHN J. CORSON

Director, Bureau of Old Age Insurance, Social Security Board

THERE were those who, in 1935, said it wouldn't work! There were some men and women, in sympathy with the objectives of the Social Security Act, who predicted that its old age insurance provisions were unmanageable. An insurance program, they contended, that was to cover twenty-six million men and women was not within that category of things which, in the words of Adam Smith, contains so little "mystery in the business" as to be susceptible to government operation. No matter how desirable a system of social insurance to aid American workers against the hazard of old age dependency might be, such a system was deemed unworkable.

Today little, if any, further proof of the workability of old age insurance is needed. The federal old age insurance system—two years old this coming January—now *is working*. Already the earnings of more than 32 million employes who, since January 1, 1937, have had employment covered by the act have been recorded as a basis for subsequent monthly old age retirement annuities commencing January 1, 1942. Approximately 250,000 lump sum benefits have been paid to wage earners who have attained sixty-five and to the heirs of those who have died. Claims for such lump-sum benefit payments are being received at the rate of 700 daily. The bulk of all claimants receive their benefit checks within fifteen days. An efficient organization has been built and trained which can economically keep the simple record of earnings required for each of this vast number of wage earners, expedite the handling of their claims, and, through a nation-wide network of field offices, bring to employes and employers the essential information and service which enable them to meet their obligations. Finally, old age insurance is being administered at an annual cost of less than 6 cents of each tax dollar collected from employers and employes for this protection.

These two years' experience have demonstrated not alone the feasibility of existing statutory provisions for old age insurance but also the need for orderly evolution of these provisions if the hazards of modern wage earners are to be met adequately. With the system and its administrative organization already on its feet, the payment of monthly annuities could readily be commenced before January 1, 1942. These annuity payments, it now seems clear, must be increased during the early years if they are to meet the needs of retired elderly workers. Both steps are important if a contributory social insurance program of old age protection is to be established. Finally, the day-to-day working of old age insurance has demonstrated the necessity of protection for the survivors—the widows and dependent children—of wage earners who die before becoming old.

On August 20, 1938, Stephen Pollakowski, a steel worker in Pittsburgh, died (the incident is real though the name is fictitious). During the year and a half before his death he had worked pretty regularly, earning about $28 a week; his wages since 1936 amounted to $2175. The record of these wages was the basis for the calculation of the lump sum benefit of $76.12 that was paid to his wife and children. The amount was small because he had worked so brief a time since the old age insurance system became effective on January 1, 1937. Steve was only forty-two when he was carried off by pleurisy. Had he lived to be sixty-two and earned similar wages in covered employment until that age, the lump sum payable on the greater aggregate of accumulated earnings would have approximated $1000. By that time, too, his two children, now in their teens and both in highschool, would be self-supporting. As it was, Steve, more youthful, received a minimum of protection for his wife, their daughter Margaret, and Steve, Junior, at a time when protection was most needed. Without such protection the son had to leave school to find work; his mother, who had not had a job since she was married, had to look for employment calling for little skill and training.

FROM the point of view of both the individual and the public, the two problems are closely linked and equally urgent. The average worker is at least as much concerned to provide for his family in the event of his premature death as to provide for his own old age if he lives. The public is as much concerned to forestall dependency from the one cause as from the other.

Figures gathered from old age insurance operations indicate that death, as a cause of dependency, is no theoretical hazard. Of some 250,000 lump sum payments certified thus far, approximately 55 percent were made at the death of the wage earner, as against some 45 percent paid to wage

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earners who had reached sixty-five years of age. Even though some change in the relative proportion of "life" and "death" claims will occur in the future, a very substantial proportion of insured workers will not live to receive old age annuities. When the wage earner dies before retirement age, insurance protection is all the more needed.

On July 1 of this year, the posted records of employe earnings reported for 1937 indicated that the average annual wages of these workers come to about $900. These findings confirm the belief that, for the mass of people, the possibility of adequate provision for survivors through individual savings or insurance is extremely remote. Furthermore, in approximately 60 percent of the cases where death claims have been paid, the wage earner left no estate except his old age insurance claim; in another 14 percent of the total, the estate was less than $1000.

The great majority of those who die leave families. For example, a study covering about 2000 death payments made in behalf of male wage earners during March 1938, discloses that in about 73 percent of the cases a wife is the beneficiary. This same study reveals that more than two thirds of the decedents left children and that approximately half left more than one child. Some of these children are, no doubt, adult and self-supporting; but other estimates indicate that of 100 men who die, some 45 have children young enough to be considered "dependent." Analyses of the federal-state programs of aid for dependent children show that for about 42 percent of the children aided, the cause of dependency is the father's death.

These facts, even as briefly summarized as they must be here, leave no doubt about the realities of need confronting the family of the average wage earner at his death. Nor is there any question as to who pays the ultimate cost of dependency. The public has long assumed a major share of this burden—through general relief and through state mothers' aid laws. Indeed, it was largely because of the existing provisions for mothers of children who are *in need* that the Social Security Act, when drafted in 1935, did not include any direct provision for survivors' insurance. By 1935 such insurance was in effect in seventeen European countries, the Swiss Canton of Basle, and Uruguay.

THE question, therefore, is not whether old age insurance should provide benefits to survivors, but what form the payment might best take and what its purpose should be. Existing provisions for death benefits under Title II of the act call for single cash payments, in an amount equal to 3½ percent of the insured worker's total wages in covered employment, to be made to the close relatives or estate. Since the wage earner now pays in taxes only 1 percent of his wages and under the maximum rate contemplated in the act will never pay more than 3 percent, this arrangement appears equitable. Every worker or his estate, if he dies, will get back substantially more than the worker himself has paid in taxes. Old age insurance is thus a "good investment." To regard death payments solely as returns on an investment is a legitimate view but a limited one. A more socially constructive interpretation must give due consideration to continuing needs as well as to financial rights.

The limitations of the present 3½ percent provisions in this respect become evident when one contrasts two hypothetical but entirely possible situations:

A young man of twenty-two goes to work in a job covered by the old age insurance system. He marries and during the next five years has three children. At thirty, after having worked in covered employment for eight years, he dies, leaving his wife to care for their young children. If his total earnings for those eight years were fairly high, say $10,000, his wife would receive a lump sum payment of $350—hardly an adequate provision for a family of four, particularly in view of the fact that it will probably be some fifteen years or more before the children can become self-supporting. Such a single cash settlement does little to relieve the old and tragic dilemma of the widowed mother.

The other extreme is represented by the "confirmed bachelor." Say that he works from age twenty-two to fifty-two and has earned $40,000 during these thirty years. At his death the insurance benefit would amount to $1400. This payment might in such case go to a sister or a nephew or someone else who, though technically a "near" relative, had never been financially dependent upon or even closely associated with the insured worker.

In spite of the objective fairness of the 3½ percent lump sum provision, inequities of the sort suggested by these contrasting cases would certainly occur under the present plan.

BUT this is not the only problem which may be foreseen with considerable certainty. As time passes and insured workers accumulate more and more wage credits, the amount paid out in death claims will increase. It is estimated that in 1950 approximately $85 million will be paid out annually in such claims under existing terms of the law, with an average payment of about $365. By 1980 the estimate indicates that about $250 million would be the annual payment in claims and the average approximately $810.

Experience, both in private insurance and in workmen's compensation, has proved over and over again that putting substantial sums in the form of lump payments into the widow's hands is a doubtful benefit to her or her children. The very ones who most need protection—those with little or no business experience—are most likely to find their resources vanishing through unwise expenditure or ill-advised investment. "Wealthy men, therefore, draw careful wills, provide for competent administrators, select trust companies to manage their estates," wrote I. M. Rubinow in "The Quest for Security." "Middle-class husbands are urged by insurance companies to convert their insurance into life pensions for their widows. . . . And, of course, the dangers of waste or loss are ever so much greater in case of the workingman's widow to whom every thousand dollars may look an inexhaustible fortune, and who has had no experience whatsoever in handling sums of money. The situation is very clearly recognized in [workmen's] compensation. In fatal accidents compensation almost invariably takes the form of periodic payments."

What method can be worked out to meet these conditions within the framework of the old age insurance system? How can we assure an adequate minimum of protection after his death for the insured worker's actual dependents? How can we assure that the money paid in death claims—increasing to a very sizable annual total in any event—will serve the socially constructive purpose of providing a continuing income for these dependent families?

These questions have been studied for more than a year by the Social Security Board and the Advisory Council on Social Security. Problems of administration and of financing are receiving full consideration. A system of continuing benefits to survivors rather than lump sum payments constitutes a logical step forward in the evolution of social insurance in the United States.

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Amendment Season for Social Security

By GLEN LEET

Field Representative, American Public Welfare Association

DURING the Seventy-Fifth Congress, twenty-eight Senators and fifty-five Representatives introduced 198 social security bills of one kind or another. These bills were introduced during what might be called a "closed season" on social security, when it was generally understood that congressional leaders did not intend to open the Social Security Act for any amendments. But 1939 undoubtedly will be an "open season," with the number of proposals to amend the act far surpassing in number and scope those advanced during the last Congress.

The yen to amend social security is not confined to any one title of the federal act, although it seems strongest with respect to modifying the tax provisions, liberalizing assistance to the aged and the coverage of the insurances.

Aid to the Aged—Enthusiasm for increased old age assistance probably will be greater on Capitol Hill than at the other end of Pennsylvania Avenue. Earlier and larger payments under the contributory old age insurance system are likely, but any increases in government expenditures for direct assistance for the aged will be made reluctantly, if at all. This is not due to opposition to such aid, but rather to a feeling that other groups, especially widows and dependent children, the sick and disabled, are in more need.

Aid to Dependent Children—Shrouded in mystery is the origin of the provision in the present Social Security Act that the federal government will pay only one third of the cost of aid to dependent children, whereas it pays one half of the cost of aid to the aged and blind. The unworthy suspicion is harbored in the minds of many that there is some connection between this discrimination and the fact that children do not vote. Whether or not there is any causal relationship, it is a fact that from August 1935 to July 1938, although the number of dependent children receiving aid increased approximately 120 percent (275,000 to 608,000), the number receiving aid for the aged increased 450 percent (314,000 to 1,713,000), and the federal government is now providing only one eighth as much for aid to dependent children as for old age assistance.

A resolution asking the Social Security Board to study increased contributions for dependent children was passed unanimously by a group of state welfare administrators meeting in Washington in 1937. A number of state welfare boards, by official vote, have seconded the motion. Several bills embodying this purpose were introduced during the past session and more are expected at the next one with the American Legion, the American Association of University Women, the National League of Women Voters, the American Association of Social Workers, and a number of other national groups supporting one or another of them.

To finance the present program on a fifty-fifty basis would cost the federal government an additional $9 million a year and the states that much less. As such financing undoubtedly would stimulate more adequate care for children and perhaps bring in the nine states which now have no approved programs for aid to dependent children, it is likely that it would result in a further federal cost of $8 million a year, making a probable total increase of $17 million in the annual cost to the federal government.

Considered as an offset against these increased costs should be the present cost of caring for these children in orphanages and on direct relief, the possible social saving in reduced crime and delinquency, and the intangible saving resulting from the prevention of broken homes.

Unemployment Compensation—Amendments to the unemployment compensation titles of the Social Security Act which are likely to receive most serious consideration are proposals: to consolidate unemployment compensation and the employment service; to synchronize coverage and definitions in unemployment compensation and old age insurance; to extend coverage; to extend the merit system to unemployment compensation agencies and to prohibit political activities by these employes.

CONSOLIDATION OF UNEMPLOYMENT COMPENSATION AND EMPLOYMENT SERVICE: The basic unsoundness of having two separate federal agencies with a primary administrative responsibility for a program in which their two responsibilities are inextricably interwoven has become obvious. Difficulties have multiplied not only on the federal, but also on state and local levels of government.

All parties concerned seem to agree that there needs to be a consolidation of unemployment compensation and employment service on federal, state and local levels. The only question is How. Should they be consolidated with other labor functions, with other social security functions? Had there been a consolidation a year or two ago, the chances would have been greater than now of putting the program under the Labor Department. Insofar as the administration of the present program is concerned, there are strong reasons why it should go into that department. But the increasingly close relationship between administration of unemployment compensation and old age insurance as well as common problems with public assistance seems to favor the administration of them all under one agency. Potentially, the relationship with old age insurance may be very close in that some day we may combine unemployment compensation and old age insurance in a single agency using a single set of records, as has been done with railroad employment. This would be very difficult if unemployment compensation were in a separate department. In weighing the probabilities, one can see perhaps a 20 percent chance for the consolidation of unemployment compensation and the employment service in the Department of Labor and a 30 percent chance of consolidation with other social security "arms." But on such a controversial subject there is always a 50 percent chance that nothing will be done.

SYNCHRONIZING OLD AGE INSURANCE AND UNEMPLOYMENT COMPENSATION: Variations in definition and coverage between the titles concerning old age insurance and unemployment compensation taxes could be eliminated to the considerable advantage of taxpayers and administrators. For example, old age insurance has a $3000 maximum of wages taxed, and unemployment compensation does not. Old age insur-

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ance levies a tax on wages paid, and unemployment compensation on wages payable. A very material difference is that old age insurance covers employers of one or more, while federal unemployment compensation taxes are levied only on employers of eight or more. The definition of maritime employment is slightly different under the two titles. Should the federal act be amended to iron out these variations it would be necessary to allow states at least two years to bring their acts into conformity with federal law, since most of the state legislatures will have adjourned before Congress in all probability would have taken action.

MISCELLANEOUS UNEMPLOYMENT COMPENSATION PROPOSALS: Among miscellaneous proposals for modifying the present unemployment compensation scheme is one for a system of re-insurance for state funds through a federal pool. Some states are finding heavy drains on their funds occasioned to a considerable degree by problem industries such as coal-mining in West Virginia, textiles in Rhode Island, and lumbering in Oregon. Re-insurance does not seem probable while all the state funds are still solvent and until the federal government is willing to make a direct contribution.

Reporting by taxpayers might be simplified tremendously by providing that one report cover the state unemployment compensation tax, the federal unemployment compensation tax, and the federal old age insurance tax. This would save administrative costs by permitting the abolition of state tax collection machinery. It would not be practical, however, unless there were identical definitions of tax liability and coverage in old age insurance, federal unemployment compensation taxes, and state unemployment compensation.

There is not a great deal of pressure for nationalization of unemployment compensation, nor will there be until after a few state funds go "bust." When railroad retirement and old age insurance both are paying benefits, provided they do so with an efficiency comparing favorably with that of the states in unemployment compensation, there may be increased pressure for nationalization.

Since the proposal to extend the merit system to state unemployment compensation officials was discussed recently in *Survey Midmonthly* [November 1938, page 349] it need not be discussed here except to say that indications point to its serious consideration "on the Hill."

Old Age Insurance—The election of Sheridan Downey of California to the Senate on a "$30 every Thursday" platform, and the remarkable showing of other candidates endorsing bigger and better payments to the aged, are political realities which members of Congress cannot afford to overlook. To appease the oldsters to some degree and, at the same time, not to increase taxes might seem difficult to a mere mortal, but to Congressmen who commonly achieve the remarkable feat of straddling a fence while keeping both ears to the ground, it will seem easy. Certain elements of such a plan have been worked out and, believe it or not, in addition to being politically a godsend it is, in the opinion of some experts, both socially sound and economically expedient. It involves advancing payment date of the contributory old age insurance system to 1940 (before elections) and increasing the benefit rate for the early years. As the reserve in 1940 will be more than enough to pay these benefits, as the additional cost involved will diminish with each succeeding year and as the beneficiaries in the earlier years are limited in number, this apparently can be done with no increase in the early contribution rates.

Of course, there still will be dissatisfaction with the inadequacy of payments during the early years. However, even under the present method of computing benefits, there is a heavy weighting in favor of those who have made only small contributions. To illustrate by the most extreme case: A person whose total wages amount to $3000 during the first three years will pay a tax of 1 percent on the $3000 or a total of $30. His benefit "shall be at a monthly rate of ½ of 1 percentum of such total wages" and he will receive $15 a month for the rest of his life. Of course, $15 a month does not spell security, but during a normal life expectancy of twelve years after retirement he will receive $2160 or a return of seventy-two times his original investment of $30.

Among old age insurance experts there is a definite trend in thinking away from the banking principle and toward the insurance principle. It seems possible by a shift to the insurance principle to provide greater security at no greater cost. At present we think of old age insurance as a system of compulsory saving for old age with benefits limited to old age. By considering the same payments as insurance, it is possible to provide, with somewhat lower savings in the upper brackets for old age, a great deal more protection against current economic hazards by providing benefits to widows and orphans [see page 371] and perhaps benefits for total and permanent disability.

Permanent Total Disability—It is likely that a start toward some provision for permanent total disability coverage will be made in the coming session of Congress. Undoubtedly it will be a very conservative start with permanent total disability so narrowly defined that no great number of persons will qualify immediately. However, even a small start would enable the government to build up experience and to perfect certification and other necessary administrative machinery so that a few years hence it would be in a position to deal with permanent and total disability on a mass basis. Disability payments probably will have to be calculated to amount to a little less than old age insurance benefits for persons over sixty-five. Otherwise there would be an incentive for all aged people to try to qualify under the disability provision.

The Reserve—On no subject has there been more heat and less light than on the mythical $47 billion reserve. [See Old Age Reserve, by Beulah Amidon, *Survey Midmonthly*, September 1938, page 283]. However, most members of Congress are inclined to accept the word of the Advisory Council on Social Security which stated that its members, "regardless of differing views on other aspects of the financing of old age insurance, are of the opinion that the present provisions regarding the investment of the monies in the old age reserve account do not involve any misuse of these monies or endanger the safety of these funds."

No change in the reserve and no reduction of social security taxes are likely during 1939 although oratory on the subject, particularly by the least influential members of Congress, will flourish and grow to luxuriant proportions.

Coverage—There are approximately 52 million gainfully employed persons in the United States. At present some 35 to 36 million of them are believed to be covered by old age insurance. Exact figures are not available because of the extensive movement of workers between covered and uncovered employment. There are probably about 12 million self-employed persons who are now excluded and about 5 or 6 million agricultural laborers and domestic servants.

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Many of these are already included under the old age insurance program because at some time they have worked in covered employment. Other groups excluded from the old age insurance program are the federal and state governmental employes, employes of non-profit organizations, seamen, bank employes, people over sixty-five who still are working, and casual laborers.

There are no insurmountable administrative obstacles to extending coverage to seamen, bank employes, employes of non-profit organizations, and people who continue to work after they are sixty-five. Such extension would bring in nearly 2 million people. By and large, these groups desire to be covered and although some of the non-profit organizations opposed coverage in the first place, the majority of them are now interested in coming under old age insurance.

It seems likely that during 1939 coverage will be extended to people over sixty-five who still are working, to seamen, and to employes of banks and non-profit organizations. It is not possible to predict whether coverage will be extended to agricultural and domestic workers, but it seems improbable that it will be extended to the self-employed.

The extension of coverage to agricultural and domestic workers raises some practical difficulties, notably the collection of contributions. Probably a stamp system would have to be used with the brunt of the administrative load falling on the Post Office and the Treasury, neither of which are likely to be enthusiastic about acquiring such a headache.

Extension of coverage of the federal unemployment compensation tax is probably no more difficult than it is for old age insurance insofar as bank employes and employes of non-profit enterprises are concerned. Such extension seems likely. The problems in agricultural employment, domestic service, self-employment and other fields are difficult and it is doubtful if they will be tackled during the coming year.

Health—The expansion of public health, maternal and child health services, construction and improvement of hospitals and related facilities, medical care for needy persons, and insurance against disability wage loss were not only recommended by the Federal Interdepartmental Committee to Coordinate Health and Welfare Activities but also were endorsed by the American Medical Association.

The real need for these programs is scarcely questioned. Discussion will revolve mainly around questions of finance and administration. Discussions during the last Congress, especially on increased expenditures for venereal disease control, indicated that many of even the most conservative members were inclined to view increased expenditures for better public health as a sound social investment.

The most heated controversy will center on proposals for outright health insurance. The Technical Committee on Medical Care has proposed a plan for grants-in-aid to states to enable them to set up a general program of medical care, either by the use of taxation or by state health insurance programs, or by a combination of the two. This proposal reaches into the problems of the ordinary citizen who is usually self-supporting. Here the American Medical Association has balked, for the present at least, while the American Public Health Association has endorsed the basic objectives of the plan. In the opinion of many experts, health insurance is the cornerstone of any real program of social security, the part of most concern to the average citizen.

There has been no definite crystallization of official opinion on any one definite plan, but there is no lack of prophets, ready and eager to point the way. No indeed. From coast to coast they are already packing their bags and in another month they will be pouring into Washington. Behind every third bush in the Capital will lurk a patriot with a plan of his own, and behind the other two bushes will be hidden two other patriots with machine guns and scalpels ready to fall on him as soon as he opens his mouth. Labor, welfare, civic and other groups representative of the ordinary citizen seem to be unterrified by possible administrative difficulties and are snatching muskets from over the fireplace to fight for the protection and advancement of some program which will provide the average citzen with greater health security. No one knows where the country is going with health insurance, but many with hope, and some with fear, believe we are on the way.

Prospects for Action—In Washington there are many indications that Congress will materially amend the Social Security Act during 1939. It is almost equally probable that Congressional leaders will be unwilling even to discuss the amendments during 1940, an election year. Such amendments as are not made in 1939 are likely to hang fire a long, long time. Thus, as many believe, the social security program is at the crossroads.

A Juvenile Court Gets Its Face Lifted

By MARION ALEY

THE old question of who shall take care of the doctor when he is sick reaches with slight changes in terminology, far beyond the world of physicians. Not long ago it hit with a heavy impact upon a group of citizens in Sedgwick County, Kansas, who read it as, "Who reforms the juvenile court when it is delinquent?" They found the answer in themselves and in a new judge who had been appointed to fill out an unexpired term, and stayed on through two succeeding elections.

The question was certainly pertinent. In a largely rural county lacking the usual delinquency factors of great industrial centers, congested tenement sections, illiterate foreign populations or organized gangs, delinquency rates were alarmingly high. "Repeaters" were common, the two county detention homes were overfilled, and the state reformatories were protesting that the county was sending up far more than its "normal expectancy" of children. In the detention homes, dependent or neglected children were housed along with the delinquents. Frequently "terms" were as long as four years. Often there were no records as to why the children were incarcerated or from whence they came. And into this chaos stepped Clyde M. Hudson, five years ago, as judge of the juvenile court.

Judge Hudson's first reform was to transfer the court to his cheery private office where the hearings became heart to heart talks. Idlers were excluded, and newspapers cooperated in printing only what the judge suggested.

His next attention was to the probation officers, since in

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Kansas probate matters absorb a large proportion of the time of a juvenile court judge. A woman was assigned to work with the younger children and was made referee of the girls' division. She also heard the cases regarding sex delinquencies of young girls. A man worked with the older boys. A Negro woman was assigned to work among her race.

Then plans were laid—or plans for plans—starting with a survey made by the National Probation Association followed by a study of the county detention homes directed by the Child Welfare League of America. And to assure success there were sacrificial offerings: summer vacations of the judge and his probation officers used to make a study of the best juvenile courts throughout the country.

Crux of the whole reform was cooperation—with social workers, the public schools, county boards, the community. The result, too, was cooperation. Surprised social workers, whose labors formerly had been trampled underfoot by roughshod court officers, attended the first case conferences called by the new probation staff and returned to bask in the glow of understanding. A child placing agency, skilled in finding and supervising boarding homes, welcomed the chance of doing this work for the court. Duplication of the work between the juvenile court and the social agencies was pared to the bone.

The schools, caught in the cooperative swirl, established a confidential history exchange system. The park board opened up recreational facilities in delinquency areas, with a resultant decline in summer vacation delinquency. Attractive new programs of the Ys and Boy and Girl Scouts provided social outlets for restless children. Carrying it all along to ultimate success were the understanding and approval of the community as a whole, nourished through a wide publicity program and through a committee of thirty representative citizens, who interpreted to the public the policies and functions of the juvenile court and acted in an advisory capacity in the formulation of general plans. The success of this interpretation was proven by the number of new volunteers who came to offer their services.

There is still delinquency in Sedgwick County, Kansas. But the number of cases fell from 425 in 1927 to 295 in 1937. "Repeaters" too are fewer. The county detention home for girls is being considered for another use.

Judge Hudson divides among the community at large, the social agencies, and his own probation staff the credit for pulling the juvenile court of his county out of the swamp and the mire and putting it on dry ground. But it could not have been done without a judge who changed the function of the juvenile court from one of punishment to a search for the causes of delinquency, its treatment and cure.

The Unseen Plague of Chronic Sickness

By ERNST P. BOAS, M.D.

Assistant Clinical Professor of Medicine, Columbia University;
Chairman, Committee on Chronic Illness, Welfare Council of New York City

RISING on New York's Welfare Island, on the site of the old city penitentiary, is a great star-shaped hospital building which constitutes the outward and visible sign of the city's acceptance of its obligation to provide proper facilities for the care of its chronic sick.

The new building with its 1700 beds will cost, with its equipment, about $8 million. It will be ready for use early next year, the first municipally owned and operated hospital for chronic patients in the country. Of course it will not solve the whole problem of the care of the chronic sick in New York City; but unquestionably it will constitute an essential part in the slowly developing program for the integration of all services and facilities, public and private, for combating the unseen plague that afflicts probably 700,000 of the city's people.

The needs of the chronic sick have never been met in New York or any other city in this or any other country. The chronic sick, casually fitted into the existing hospital or institutional framework, have been the stepchildren of medicine with the general public under the illusion that chronic illness is mostly an incurable affliction of old age, that nothing much can be done about it and that it's a pretty depressing subject anyway.

In my earliest experience in this field, some fifteen years ago, I encountered apathy on all sides with little awareness of the social implications of chronic illness or of its pressing importance in all matters of public health and welfare.

By 1924 the chronic sick had achieved five pages of a 340-page volume reporting a study of the hospital situation in the city, published by the public health committee of the New York Academy of Medicine. Nevertheless this report pointed out that proper facilities for the chronic sick constituted one of the outstanding needs in hospital organization. The first great impetus to a broad attack on the problem came in 1928 from the survey of chronic illness conducted by the research bureau of the Welfare Council, the results of which were interpreted by Mary C. Jarrett in two significant volumes, Chronic Illness in New York City. This led, in 1933, to the formation of the committee on chronic illness of the Welfare Council, its purpose to initiate and sponsor a community program for the care of the chronic sick. With the advent the following year of a new and enlightened administration in the city department of hospitals, a municipal program for the care of some of the chronic sick was launched.

The new Hospital for Chronic Diseases, for the conduct of the professional services of which two medical schools of the city have assumed responsibility, is a part of that program. Even more significant, perhaps, in the long view is the small Research Hospital for Chronic Diseases, already operating under the College of Physicians and Surgeons of Columbia University, which will be incorporated into the new hospital when it is completed. This unit, with seventy-five beds, associated research laboratories and a full time staff of physicians, chooses particular diseases for study and admits patients with these diseases for special investigation. It is supported in part by the city, which has made a special appropriation of $22,000 for research in chronic diseases, and in part by funds from foundations and individuals.

The magnificence of these initial steps may give us a false sense that the whole problem has now been met and that no further steps need be taken. There are many steps,

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most of them far from simple, which must be taken before a sound adequate program is achieved.

It must not be assumed that New York has been without any provision for caring for the chronic sick. On the contrary it has many facilities, but so unrelated to one another, so lacking in common policy, that the result has been a mad confusion of patients and institutions—the patients scrambling to find refuge wherever they may, the institutions admitting them grudgingly, but unable to give them the care best adapted to their needs. Public and private hospitals, homes for the aged, convalescent homes, nursing and visiting doctor services, sheltered workshops, medical social service departments, family service agencies —every one of them accepts with reluctance the burden of the chronic sick, and tries to shift the responsibility.

THE majority of the patients who flood New York's general out-patient clinics suffer from some form of chronic disease, often in its earlier, more hopeful stages. But treatment is too often haphazard and opportunist. Even in the best clinics, little thought is given to the relationship between clinic care and that offered by other agencies in the community. Single-handed, the physician can accomplish little for many of these patients. It is only when his disease is so far advanced that he is completely and often permanently disabled that a patient can gain admission to a hospital where, more frequently than not, he is only patched up a little and sent on his way. Fully 20 percent of the patients in general hospitals in New York are suffering from chronic diseases. Most of them are in general hospitals because there is no other place to send them and, once admitted, it is difficult to discharge them. Many are sent to their homes even though the homes have no facilites for their care; the illness again progresses, and the patient is readmitted to the same hospital in a worse condition than before. He may be transferred from a voluntary to a municipal hospital; but even the municipal general hospital tries to dispose of him as quickly as possible, usually to the city home or almshouse.

Convalescent facilities, meager at best, are often misused for the care of persons permanently incapacitated. In spite of the avowed policy of these homes not to accept the chronic sick, about a third of their patients are just that.

Homes for the aged, although planned for the able-bodied, actually are caring for a large number of the chronic sick. The Welfare Council survey of 1928 revealed that nearly half of all of the guests in the city's sixty private homes for the aged were chronically ill. In the public homes for dependents that same year, two thirds of the residents were reported as chronically ill. The situation probably has not changed greatly in recent years.

The chronic sick who are not in institutions and are confined to their homes, unable to attend out-patient clinics, are probably the most neglected class. Their homes are poor, living conditions unsuitable and medical or nursing care lacking or inadequate. It is impossible to estimate the number of such persons. In 1934 the three visiting nurse associations had 5500 chronic patients under care. Since 1936 medical and nursing service has been furnished to chronic patients who are receiving home relief. Approximately 1800 such patients are under care at present.

To sum up, it appears from past studies that voluntary agencies are carrying the load of about three fourths of the chronic sick under care in New York. The problem is growing and the voluntary agencies are finding it increasingly difficult to carry the financial responsibility. To be sure the city steadily has increased its contribution to voluntary agencies for the care of the chronic sick—and that is as it should be. But past experience with tuberculosis and insanity, special forms of chronic illness, has demonstrated that the care of the chronic sick in all its phases is primarily a responsibility of the municipality, and municipal facilities will have to be developed further.

How shall New York City meet its obligation to the chronic sick? The prime need is for a policy and for the correlation of the various facilities, public and private. The existing institutions represent a haphazard development which has not been guided by any consistent policy; each pursues its own individual development without regard to the whole situation. The whole problem has so many facets and ramifications that a wise first step would seem to be the establishment of a special administrative division for the chronic sick in the Department of Hospitals.

A completely equipped and staffed hospital for chronic diseases must be the nucleus of the service for the chronic sick. That of course is where the new Hospital for Chronic Diseases comes in, but it is only one element in the complete service. Every chronic invalid admitted to the proposed division for the chronic sick in the Department of Hospitals should first enter the Hospital for Chronic Diseases for diagnosis and study of his social problems by a medical social worker, and an intensive attempt at physical rehabilitation. This medical and social survey would determine whether the patient should remain in the chronic hospital, be transferred to the custodial division, receive treatment in an out-patient clinic or medical and nursing care in his home. Economy for the taxpayer in the care of the dependent chronic sick hangs to a great extent on an efficient social service department that can develop the patient's own resources, employ available community resources in his behalf and contribute to treatment planned to reduce as far as possible his disability and dependence.

CUSTODIAL institutional care for the chronic sick whose disease does not progress nor demand active medical care is an important phase of the program. These patients must be placed in institutions because the combination of a physical handicap and poverty makes home care impossible. The problem is not one of supplying medical care, but of providing a decent abode wherein most of these helpless people can remain for the rest of their lives. At present these custodial patients are housed in the City Home and in the Central Neurological Hospital in buildings so totally unadapted to their present use that there is only one thing to do with them and that is to tear them down. To meet the immediate need of the chronic sick the city should have at least 7500 custodial beds in units closely related to the Hospital for Chronic Diseases. Each should have its own infirmary, but any patient seriously ill should be transferred to the hospital.

The present policy of the Department of Hospitals of paying for destitute patients in voluntary institutions should be continued, and the practice systematized to insure that the institution admits only the type of patient for whose care it is equipped. As the provision of the federal social security act makes it possible for more of the aged to remain at home, some of the voluntary homes for the aged well might consider a change in policy to admit more of the chronically ill in the middle and later years of life. Such homes could then be used more extensively for city

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charges under conditions formulated by the Department of Hospitals.

Home care is much more economical than institutional care even when all necessary medical, nursing and social service is provided, and is often a much happier solution for the patient and his family.

The Welfare Council survey showed that about four fifths of the chronic sick living at home did not need institutional care. But at present, home care of the dependent chronic patient is as haphazard and unplanned as is institutional service. Among the agencies giving nursing care to chronic patients in their homes are the visiting nurses organizations, medical social service departments of several hospitals, four orders of Catholic nursing sisters and the Department of Welfare for its home relief clients.

In a well planned program home medical care would be under the Department of Hospitals and not, as at present, under the Department of Welfare. This would allow maximum flexibility in following the changing status of a patient from hospital to home care, or from home care to hospital, dispensary or institution without interruption of the medical and social program. The facilities of the municipal hospitals would be available for the many laboratory tests needed. The best form of administration of home medical care has not yet been devised, but it might be feasible to make the out-patient clinics the centers from which would emanate home medical and nursing care for chronic patients. The time is not far off when physicians will be paid for work in the clinics, and such compensation might well include the responsibility for a certain number of home visits. Under such a plan the visiting physician would refer to the chronic hospital, patients for whom home care was no longer indicated, and the hospital in turn would transfer suitable cases to appropriate institutions.

There is a question whether nursing service should be operated under municipal auspices, or should be bought from the voluntary nursing organizations already in the field. For the present, at least, it seems wisest to employ the existing agencies. Comparatively few of the chronic patients for whom home care is adequate require highly skilled nursing. The majority need no more than care by an attendant under the supervision of a trained nurse. For many, the visiting housekeeper can give all the service required. The time has arrived when the experiences gained from many different forms of home care under different auspices can be evaluated, and a comprehensive plan developed whereby the hospital department can provide a system of care in the home for the chronic sick.

The National Health Survey has put before us a nation-wide picture of chronic disease in relation to the population. We can no longer remain apathetic to this major cause of disability and poverty which is responsible for most of the unemployables on relief, which fills our almshouses and homes for incurables with crippled invalids, and contributes a large proportion to the population of our hospitals and homes for the aged. We know now what the problem is and we glimpse its sinister threat to our national health and social well-being. We know some few things that can be done about it: education for prevention —including the education of the rank-and-file of physicians —well supported laboratories for research into causes of chronic diseases; proper facilities for treatment and an organized program of care—all of these bound together by purposeful planning.

I would not minimize the difficulties implicit in planning to control the effects of chronic diseases. There is no one method for the prevention, cure and relief of all of them. But I insist that without planning and without the acceptance by municipal authorities of a larger degree of responsibility than most of them thus far have taken, the confusion that now prevails in this whole area will continue and the threat to our national health and well-being will become more menacing, New York's new hospital is welcome evidence that in this one city at least a program is taking form. But the effectiveness of any program in New York or elsewhere must integrate all services and facilities, and engage the united effort of the medical profession, social workers and agencies and the community as a whole.

The Other Side

By WILBER IRVIN NEWSTETTER

Professor of Social Administration and Dean, School of Applied Social Sciences, the University of Pittsburgh; President, American Association of Schools of Social Work

WHEN fat flares up in flame, one is usually startled. [See "The Fat Is in the Fire," by Arthur Evans Wood, *Survey Midmonthly,* October 1938, page 313]. There is an implied aspect of shortcoming on someone's part that this unhappy condition should have been allowed to arise. Why wasn't more care taken? The situation must be faced or a serious conflagration may result, particularly if there is a wind blowing to make things worse. The most important thing under the circumstances is to make every effort to bring things under control in a cool-headed manner, and then to press on in one's task, profiting from experience.

The possibility of urging some of the state universities contemplating curricula in social work to consider an adequate one year postgraduate plan had been discussed informally in the Association of Schools of Social Work as a possible alternative to setting up a two-year program in mere technical conformity to existing association requirements. President Bizzell's "protest" startled the association into a clearer realization that the schools must give immediate attention to the issues raised. An advisory committee on state universities and membership requirements, authorized in late January 1938, was appointed by the executive committee of the association in March. It was headed by F. Stuart Chapin of the University of Minnesota. The membership consisted mainly of representatives from member schools in the state university group. Meanwhile the president of the association wrote to the president of the National Association of State Universities (President Bizzell) and to the president of the Association of Land Grant Colleges and Universities (President Dale) recognizing that both these groups had been requested to make a study in the field of social work educa-

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tion, and offering to cooperate in placing at their disposal any information or experience from the schools of social work that might be helpful. It was stated further that the Association of Schools of Social Work had appointed a new committee on state universities and membership requirements, which anticipated the benefit of advice from the groups addressed. It was also suggested that if these groups saw fit to appoint special committees to deal with the subject, the association's committee would welcome an opportunity to meet with them. A joint committee on accrediting was subsequently appointed by the state university and land grant groups, with President John J. Tigert of Florida as chairman.

It was impossible to find a suitable time last spring for a joint meeting of Dr. Chapin's and President Tigert's committees. However, the association furnished President Tigert's committee with certain informative materials, and he in turn indicated some of the points that his committee was likely to raise.

DR. CHAPIN'S group met last spring to formulate a preliminary report which was approved by the Seattle meeting of the association last June. Meanwhile, a committee on the revision of by-laws under the leadership of R. Clyde White of the University of Chicago has been at work dealing, among other things, with certain inadequacies of the admission requirements in the light of past experiences.

Last spring and during the fall, Marion Hathway, executive secretary of the association, visited a number of state universities and land grant colleges, so that when the meeting of President Tigert's and Dr. Chapin's committees took place in Chicago on November 8, the stage was set for a thoughtful and constructive exchange between the two groups. George F. Zook of the American Council of Education also was present as well as several university presidents not members of the committee.

Without benefit of minutes, let me describe briefly the discussion. Dr. Chapin's committee reviewed the history of the Association of Schools of Social Work: the early beginning in 1919, as a conferring group; the formation of the American Association of Social Workers, a separate organization, in 1922; the changes in membership requirements of that association in 1933, which had the effect of making the Association of Schools an accrediting agency with duties it was ill equipped to handle because of lack of field service; the lack of funds for field service to assist and evaluate new schools applying for membership tending to result in the use of mainly quantitative criteria; the recent Rockefeller grant to the schools which makes possible the utilization of more qualitative criteria. The objectives of the association also were reviewed.

President Tigert, chairman of the joint meeting, called on President Bizzell to speak for his group. The original "bill of particulars" in President Bizzell's "protest" had boiled down to two or three points. These were thoughtfully discussed. The interest of the schools in the problems of rural training; the qualifications of faculty; the distinctions between graduate work and postgraduate professional work; the relation of schools of social work to social science departments and to professional schools in law, medicine, and business administration; the admission requirements of the association; the fact that teachers in schools of social work are not required to be members of the AASW; the fact that persons can be admitted under certain conditions to the AASW who have been graduated from schools other than members of the Association of Schools; the reasons why any accrediting seems necessary in the field of social work; the relation of accrediting to the developing public social services—all these items were reviewed.

To the Association of Schools the results of the meeting were constructive. On the one hand, there was every evidence that the facts brought out in the discussion had cleared the atmosphere of many misunderstandings on the part of President Tigert's group. On the other hand, the schools had the benefit of excellent suggestions, none of which were at variance with present trends in the association. Dr. Zook's suggestions were particularly helpful. The association does not feel there is the slightest threat to professional standards; nor does it believe President Tigert's group has any idea of recommending the establishment of a new accrediting group. Parenthetically, one might wish that a like number of presidents of universities in which member schools are located were as well informed on the problems of professional education for social work as are those presidents who were present at the Chicago meeting.

It may appear that the schools are claiming a victory. It was not that kind of a meeting. There was no battle. Each group was trying to understand the other's actual position. No serious difference of opinion appeared.

Professor Wood, in his article, took the schools to task about the large proportion of part time students in member schools of the association. This is a real problem and should receive more attention than it is getting at the present time. But when Professor Wood implies that all the part time students are practicing social workers taking courses because they need a few credits to entitle them to membership in the AASW, he is in error. His discussion of the rejection of sociologists seems equally mistaken. Schools of social work had a great many sociological progenitors, whose contribution is deeply valued. But as the schools have reached adolescence, there has come the struggle of youth to estabish its independence. A few of these sociological parents still want the youngsters to be dependent. Anyone familiar, as Professor Wood must be, with the fact that other social science disciplines are fully as important to social work as sociology, should realize that the development of a school in the field of applied social sciences should not be associated with a single department. The writer has recently assumed the deanship of a school, the sociological progenitor of which advocated the setting up of an independent postgraduate professional school to meet the requirements of an expanding profession.

THE Association of Schools was somewhat startled when "The Fat Is in the Fire" appeared. We feared that the article, coming out before the Chicago meeting, might complicate the procedures between groups working toward rational solutions to perplexing problems. These fears proved unfounded; we had underestimated the statesmanlike character of the state university and land grant groups. It was startling, too, to see in bold print some of the skeletons in the closet of professional education—no one likes to have his shortcomings aired in public.

The schools also felt that Professor Wood's article was at many points inaccurate and misleading. But to enumerate these points now seems unnecessary.

In a current motion picture emphasizing fire prevention, a very effective method of dealing with fat burning in a skillet is demonstrated: a handful of bicarbonate of soda.

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THE COUNTY WORKER'S JOB

Learning from the Job

By JOSEPHINE STRODE

OUT in the cornfields of case work practice, rural social workers are learning on the job. They are learning how to do from having to do, which is true education. Their learning, however, springs from experiences and a way of life very different from those of the urban social workers. It is the difference of the rolling sweep of countryside, fenced in by winds, sky and sun, and the constricted tenements, walled in by the smokestacks of industry and serried by tragic deprivations and disease.

Our very approach to our day's work is different. See the city social worker breakfast on coffee and toast, as often as not at the corner drugstore, then push her way into a crowded bus or street car—lucky if she can grab a strap before someone else gets it. Watch the rural worker, on the other hand, as she breakfasts on liberal country fare—we still like our hotcakes and sausages and do not hold very much with the notions of "continental breakfast"—before she pushes off down the road in her old jalopy.

When the urban worker reaches her office she, likely as not, must wind through a maze of windowless partitions, until she comes to the stall devoted to the segment of social service which is her job. Here she concentrates on the specific difficulties of the clients that fall within her segment, somewhat as a scientist scrutinizes the specimen under his microscope. She will not, it is true, think of her client apart from his family and possibly his setting, but her concern seldom goes beyond that. The problems of community interpretation and cooperation, and of administration of policies and procedures are dealt with largely by executives located in other stalls remote from the scene of her day-to-day job. She has little to do actually with the framework within which she functions.

The rural social worker has no segments in her job. She must be administrator, community interpreter and organizer, as well as case worker for a multiplicity of social services. As a matter of fact, rural workers say they have so many things to do that by the time they have figured out how to do them, they have no time left to analyze what they are doing. In other words, they say, they have so much to think about that there is seldom time to think what they are thinking about!

That is one of the reasons, I believe, why rural social workers, out on the firing line of challenging, pioneer jobs, hesitate to contribute to formal discussions of social work to the extent of their practical knowledge and ability. Analyses of theory, piece by piece, bit by bit, leave us pretty cold. "So what?" we ask ourselves, as we turn back to figuring out how to get old man so-and-so to patch his roof before winter—meantime taking no part in the conversation. Another plausible reason why we have been backward in putting ourselves forward is, I believe, the growing emphasis on the importance of professional study at a school of social work. Now any rural social worker worth her salt would like nothing better than to get away for a year or two of study, but given the circumstances of her life and the exigencies of her job she might as well reach for the moon. Just the same, the constant hammering on the *sine qua non* of formal professional education does get under our skin and often leads us to hold back in the presence of our presumable betters.

No school or college claims to accomplish the entire education of any individual student, and no school of social work claims to furnish the complete training of a social worker. The best that any school can do is to equip a worker with tools which are not ends in themselves, but useful only as they serve the situations to which they are applied. Delicately wrought tools wrongly applied are sometimes much less useful than "homemade" ones. The young worker whose psychiatric conjectures raised a fine lather of possibilities as to why Mellie Griffiths was always too early or too late for appointments failed to discover the simple fact that Mellie had no clock.

In the rapidly changing world of social work, formal professional education—and this is not to belittle it—cannot be geared to equip all social workers with all the knowledge and techniques needed to administer the broadening area of social services in varying situations. A large part of the education of social workers today, even those coming out of the professional schools, must and does take place on the job.

To make this education on the job valuable both to worker and work, we rural workers must shed our inferiority over lack of formal training and turn our minds to the meaning of all that we experience as we go along. Only thus will we acquire the judgment and ability to decide and act in terms of situations, in short to shape our tools to our necessities.

WHEN a worker thinks through to the reasons for success or failure in a situation, she begins to shape her tools. I recall a worker in our county who, after many successful meetings with a community council, was suddenly faced with a failure. The people were quiet; discussion lagged; there was none of the usual cheerful, hearty give and take. Puzzled, she suddenly realized that all former meetings had been held in the school assembly room, while this one was in the church. The people were not accustomed to participating in what went on in church and the worker had not been able to break through this conditioning. Thereafter, you may be sure that in arranging a meeting she considered the possible effect of environment—which is a good group work tool for any social worker's kit.

A rural social worker who was unable to get the interest of his community group told me how he finally figured out the reason for his failure. He knew all about the value of cooperation, and the necessity of carrying the community and the county commissioners with him, but his most ingratiating efforts fell flat. It was only as he thought through his failure that he realized he had been trying to carry the group along in *his* way, instead of facilitating the

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group thinking from which—and only from which—could come true group decisions. He was able to see that there could be no sense of real participation in any group that merely followed his or any one person's ideas. Thus from studying through his failure, this worker arrived at sound conclusions as to the value of group interaction and its product, creative thinking.

In addition to critical analyses of experience and performance, we rural workers need to be critical of reading material. All too frequently we accept the printed page as a guarantee of infallibility. When we find that our experience does not coincide with the professional text, we are apt to assume that we are at fault. We need to have confidence in the value of our own experience, and to have the courage to test social theories critically in the light of it.

A STUDY group of rural workers found that the method of having reports on books brought in by individual members was unsatisfactory. The members listened to the reports but did not seem to reflect on them, or to relate the content to their own experience. As an experiment each member purchased a copy of the same book, so that it could be studied critically page by page. They took six months to read and discuss one book on interviewing, but every meeting was an exciting event with every statement of the author analyzed and sometimes challenged, and every theory examined in the light of experience. New theories were tested in practice, and reports made on the results. I suspect that few social work texts ever have been analyzed and tested more rigorously by students and practitioners. I always have wished that the authors of that particular book might have sat in at the dissection. It would have been by way of education to them, as it was to the study group.

In spite of many limitations in the way of formal educational resources, rural social workers have rich opportunities to learn. There is something so real and simple, and yet so wise, about rural people that every contact with them is instructive—yes, even in such a matter as courtesy. A rural worker conferring with a county commissioner noticed a blackened pipe on the floor beside his chair. She called attention to it, thinking he had dropped it. "Let it lay, Ma'm," he said, "I'm sore tempted to smoke if it's in my hand, and I don't want to do you the dishonor of smoking in your presence."

Sage counsel and good technique may be gained from clients who have had to think through their own situations for many years in the face of almost insurmountable difficulties. At a meeting of social workers, which had been announced in the local papers, a client appeared—a tall, rugged, weather-beaten, old ranger. "Ladies," he said, "pardon me, but I heard about this meetin' where you're thinkin' what to do for us folks on relief. It come to my mind that the best way you folks could help us is to get us together, and then help us to figger through for ourselves."

Aware of rural people's sensitivity to artificiality and unneighborliness, the rural worker easily learns to watch his own "little ways." The man from the city who hung a "Do Not Disturb" sign on his office door for several hours every day, in order to work uninterruptedly, soon found himself the object of a buzz of gossip and learned to do his work with all doors and even windows wide open. The district worker who installed a buzzer signal system in his office, discontinued it when he saw that it affronted the democratic sensitivities of his helpers.

Because of the multiplicity and complexity of their duties, rural social workers learn to share and delegate responsibility. In order to survive in their jobs, they must have the capacity participation of their staffs. Take the matter of office management, for example. A county director found herself so swamped with office detail that she was able to do little else. Her three office assistants, local highschool girls, showed small interest and less responsibility in their work. But when the director put the office problems before them as a group responsibility and invited each girl to contribute to their solution, the young workers responded. In a short time the office management required little more than general supervision from the director.

Because rural life is elemental, the rural worker learns to think in terms of pretty basic values. There is the matter of local leadership, for example. A city worker may go through life believing that leadership rests with certain traditional "key" people; prominent business men, newspaper "philanthropists," big contributors, scions of "old families," high officials, and so on. Nothing can happen without those certain people, she holds, while at the same time admitting that very often not much happens with them. In rural parts, however, leadership never is static. Of course, education and position carry prestige and the cultural pattern of a particular group often has weight. But the reactions of the led are clearly in evidence in rural communities and often create a shift in leadership values to which the social worker must be alert if she is to capitalize them.

When a state supervisor asked a county worker to call a meeting of the "key" people in the community to discuss certain policies, the rural worker asked, "Key to what?" The banker is an important person and no doubt holds the "key" to a lot of farm mortgages, but the farmers themselves are the important "key" to their own problems. The president of the Ladies Aid Society in the county seat is not a "key" to what the farmers' wives think and feel.

AS her education on the job progresses the rural social worker discovers that the artistry of leadership lies in ability to let initiative unfold in a group, within the demands of the situation. She may call a meeting and present problems, but she will not expect dominant personalities to push her program, nor gain objectives for her. She will let leadership, whether it be of ideas, mores, individuals or groups, arise naturally in the situation, within the self-determined objectives of the group itself. If she furnishes any personal leadership, it will be in the form of a contribution from her experience and understanding.

We rural social workers have to get our social work education more or less on the run, out of the job itself, by reflection on its whats and whys, and by continuous critical examination of our own functioning in relation to the feelings and attitudes of clients, co-workers and community. We do not have to go away to school to get it; it is right under our noses from morning till night. In our daily experience is the stuff of real education, with the key to its acquisition our own capacity to know it when we see it, and to take it, even on the run.

This is the third of a series of articles by Miss Strode on "the processes and problems of social work where the county is the unit of service and practice runs out over the back roads to the villages and remote farms." Coming next month: Getting Along With the Bosses.

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Porter Lee, Social Work Philosopher

By JOANNA C. COLCORD

THE word that Porter R. Lee is to lay down the task he has carried, since 1917, of guiding the New York School of Social Work is sorry news indeed; but mitigated for his professional friends by the knowledge that retirement, for PRL, will not mean inactivity. It is a fair prediction that requests for counsel, study and expert advice will make as many inroads on his new leisure as he is able to permit.

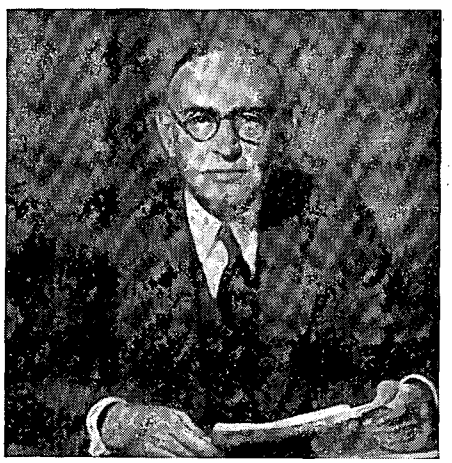
Porter Lee was twenty-four, just out of Cornell, when in 1903 he attended the New York Summer School of Philanthropy, which offered the only training for social work then available in the United States. Nine years later, when the school had become the New York School of Social Work directed by Edward T. Devine, he returned as instructor in social case work, coming from what is now the Family Society of Philadelphia, where he had succeeded Mary E. Richmond as general secretary. Meantime, he had been with the Buffalo Charity Organization Society, under the influence of its general secretary, Frederick Almy, an early liberal among social workers.

IN 1917, MR. LEE SUCCEEDED MR. DEVINE as director of the school. Since then, he and one other—Edith Abbott of Chicago—stand out as the two people who have most influenced training for social work. Under Mr. Lee's direction, annual attendance at the New York School has grown in round numbers from 400 to 1500. Its graduates have pursued their profession in every state of the union and in many foreign countries. What it has meant to work under his direction is expressed in a passage from a letter sent to him by members of the faculty of the school:

"As our supervising officer you have been thoughtful and generous; as our leader in the discharge of our professional duties you have encouraged us by your imaginative insight; you have won our gratitude by your respect for our personal and professional independence; and we recognize with appreciation the wisdom and scholarship that have enabled you to make so fine a contribution to the field of education in social work.

". . . By your leadership and by your personality you have deserved and you possess our respect, our devotion and our affection. Your standing with us is as unique as it is solid and enduring."

But Mr. Lee's influence has not ended with his students and fellow-teachers. The profession of social work in general has looked to him for thoughtful clarification of its problems and ideas. Out of his many writings, space permits comment only on two, both of which have powerfully affected social work thinking. The Milford Conference report, "Social Case Work: Generic and Specific," which appeared in 1929, while the product of joint thinking, was distilled and drafted into its final form by Mr. Lee. In stressing the essential oneness of social case work, under varying auspices and with varying clientele, the report marked a great forward step in professional integration.



Porter Lee

During that same year, 1929, Mr. Lee, as president of the National Conference of Social Work, delivered at San Francisco an address, "Social Work: Cause and Function," which has become another benchmark in social work thinking. Social work, he said, had originated in reform movements, the early impetus of which soon evaporated unless the area gained was organized in orderly fashion, to be carried on as the continuing function of voluntary or governmental agencies. "The emblazoned banner and the shibboleth for the cause, the program and the manual for the function; devoted sacrifice and the flaming spirit for the cause, fidelity, standards, and methods for the function; an embattled host for the cause, an efficient personnel for the function."

THIS SHORT PAPER, CRAMMED WITH RIPE wisdom, gives the new, technically-trained social worker his charter and his justification. Since Mr. Lee's words were spoken, the entire face of social work has changed, yet nothing in the paper is outdated or calls for revision. Validity in the face of undreamed-of change marks the conclusions of a really great scientist or philosopher.

During the twenty years that Mr. Lee has served as director of the school, he has been called upon for numerous and important additional services. During 1921-24, for example, he directed two studies of national agencies for the National Information Bureau. In 1930 he was called upon to represent the profession on the President's Emergency Committee for Employment. It was while prosecuting a study of social work in Australia and New Zealand for the Carnegie Corporation in 1936 that he was overcome by illness (which he had hoped by the trip to avoid), the effects of which now force him to curtail his activities.

During Mr. Lee's first long illness, some ten years back, a year's rest from administrative work was enjoined by his doctors. What to do with all that time? PRL decided he must develop a hobby, and methodically set about choosing one. It must be remote from social work; it must give opportunity for creative effort; it must have a background in science; it must possess a literature. The avocation which met these tests was, he decided, *cooking;* and he proceeded to become during that year and afterward, one of the country's most skilled amateur cooks; a connoisseur of foreign cuisines, and inventor of new dishes. Perhaps he can now complete his cookbook which has been in preparation for many years. Certainly he now can enjoy his garden where his zest for creative experiment has made him an amateur plant-breeder.

BY THE USE OF INTELLIGENCE, PERSISTence, and balance of mind, Porter Lee has dominated physical weaknesses and escaped "invalid psychology." This negative statement gives, however, no clear picture of the man of warm sympathies, genial humor, and that "sweet reasonableness," which has solved so many snarls of conflicting personalities and desires. His gift for working with people has been exemplified not only in his professional contacts but also in his home life, and in the upbringing of his four fine children. Everywhere, he brings out the best in other people.

Friends who have heard him give character impersonations say that a great comedian was lost to the stage when Porter entered social work. His skill as a raconteur always produces the apt illustration, and his easy informality of address puts him in quick rapport equally with large audiences and with small groups.

We began with Porter Lee the educator and philosopher, and with the qualities which will bring him lasting reputation and honor; but we end with Porter Lee the highly-civilized human being, and with the attributes which endear him to his hosts of friends and fellow workers.

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Here in Washington . . . By The Survey's OBSERVER

WITH several months of employment gains behind and with prospects for further improvement ahead, many persons, even here in Washington, assume that relief loads now can decrease rapidly. A little sober reflection indicates the over-rosiness of this view. Approximately a million names were added to industrial and agricultural payrolls between June and September, but there are still more than eleven million unemployed. Most of the recently reemployed have not come from relief rolls; the "last fired, first hired" policy continues to hold in industry and many of those laid off during the past several months have been able to tide over without recourse to relief. Recent increases in relief have been due largely to the exhaustion of resources of workers laid off earlier in the year, and to the usual seasonal increases in need. These factors will continue to operate for months to come; the seasonal peak in relief usually does not arrive until February or March. Furthermore, it is reliably estimated that there are a million employable families in the country who are in need of relief but who are not getting it because of inadequate local relief and WPA funds.

In September nearly 6.9 million households with 21.9 million persons received relief or emergency work. The combined load has risen steadily since September, but is still below the all-time peak of 7.9 million households, including 27.7 million persons, reached early in 1934 during CWA days.

The hope that relief ever again will shrink to the proportions of pre-depression years seems unrealistic in the light of previous history. Recent studies show that the relief burden has been growing steadily as far back as reliable figures are available. For example, figures for sixteen large cities which have compiled careful records show that relief expenditures in 1929 were 1000 percent higher than they had been in 1910, in spite of the prosperity of the war and post-war periods.

WORKMEN'S COMPENSATION FOR RAILROADERS: At the present time railroad workers are protected under two social insurance systems, unemployment and old age, both administered on a national basis and both relatively new strands in our fabric of social services. Yet these workers do not have the protection of the social insurance device of workmen's compensation which has existed in many of the states for twenty-five years or more. The Employers' Liability Act of 1908, the only legislation covering occupational accidents in the railroad industry, is badly outmoded and because of its inadequate and uncertain coverage and substantive defects often results in a complete denial of justice

For a long time many railroad workers were not in favor of workmen's compensation because they hoped for better awards through jury cases. These hopes were derived from the spectacular damages awarded in a few isolated cases which obscured the many cases in which recoveries were small or non-existent. It now is apparent to them that the compensation system is a more adequate method for dealing with occupational accidents. During several past sessions of Congress, Senator Wagner of New York has sponsored a bill establishing such a system for the railroad industry. It is expected that the bill will be introduced again at the coming session and that it will receive serious attention.

UNEMPLOYMENT COMPENSATION: Employer pressure in the states is likely to center around proposals for extending merit rating plans which promise reductions in tax rates as a reward for stabilized employment.

Labor is interested in shortening the waiting period; the establishment of minimum benefits in some states and raising them in others. There may be some efforts to soften the disqualification provisions, especially those relative to labor disputes and voluntarily leaving work. Labor is especially interested in proposals to simplify state acts so that workers may better understand their rights.

Payment of unemployment compensation benefits commences in two new states in December and in eighteen other states in January. The last two states to qualify, Illinois and Montana, will start paying in July.

FEDERAL AID FOR PRISONS: Many bills receive most serious consideration long before they are introduced into Congress. That was the case last session with a bill to extend federal aid to the states for parole, probation, and prisons which meet federal standards. Although the Budget Bureau finally turned thumbs down on the plan it was strongly supported by state prison officials and the American Prison Congress. The measure probably will be reintroduced in amended form to grant aid to states which improve their probation and parole systems.

Work is progressing rapidly on new federal penal institutions at Danbury, Conn., Ashland, Ky., Terre Haute, Ind., Dallas and Texarkana, Tex., and Denver, Colo., all part of the $15 million construction program undertaken by the Bureau of Prisons with funds allocated by PWA. The program follows the widening scope of federal criminal jurisdiction and is designed to relieve overcrowded conditions and to permit more constructive and specialized treatment of criminals. The federal prison population is increasing and now totals some 18,000, about 2000 more than at this date a year ago. All the personnel for the new institutions will be recruited under civil service regulations.

SECRETARY OF WELFARE: The common assumption that Harry Hopkins would be appointed Secretary of Welfare if and when a federal department is established, may not be too well founded. It is considered likely that he could have the job if he wanted it, but rumor persists in Washington that he and his advisers believe that his political aspirations would be advanced more effectively were he to establish a reputation for administrative competence in some other department, perhaps commerce.

DEFENSE PREPARATIONS: Indignation over Nazi terrorism seems to be softening opposition to the possible use of CCC, NYA, and WPA programs for national defense purposes. Careful study is being made of the possibilities that these programs offer as elements in the national defense. This does not neceessarily mean direct military training. One plan contemplates the development through these agencies of trained workers for war industries; another the possibilities of training young people through the NYA for work in metal industries where there is a potential shortage of skilled workers.

SERVICES FOR THE BLIND: Under the Social Security Act the board has authority to grant the states half of the amount paid out in cash allowances to needy blind persons. These persons may get cash assistance for the rest of their lives, but if what they need most is medical treatment or vocational or social adjustment the board cannot pay a cent towards the cost. Organizations interested in the blind are working on an amendment which would permit the federal government to meet half the cost for services as well as for cash payments for subsistence.

CIVIL SERVICE FOR WPA: There are indications around of plans to put WPA under civil service regulations. Reclassification work which well may be a move toward this end is now under way.

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The Common Welfare

Stickers

THE editors of *Survey Midmonthly* beg, borrow and steal a good deal of information from time to time in efforts to answer the inquiries of readers. But sometimes they are obliged to resort to that process which is known as "referring" when "we" do it, and as "passing on" when the other fellow does it. Hence the "referral" to the American Association of Social Workers of three recent inquiries that got us down:

Please tell me all you know about ethics for social workers.

Please tell me what college to go to to be a good social worker.

Please tell me what are the opportunities for a research worker in social welfare and how to be one.

Half a Century

AFTER fifty years of activity the Child Study Association of America last month paused briefly to take stock, with the question: "What do we know today about rearing children and developing better family life that we did not know half a century ago?" This query was the theme of the conference, dinner and institute which celebrated the golden anniversary of the association. From a small group of mothers searching for light and leading in bringing up their children, it has grown to a nation-wide organization of over a thousand members which spreads the fruits of its knowledge far beyond the circle of its membership.

Keynote of the review of the association's first half century was the contrast in attitude toward children fifty years ago—the "seen and not heard" period when establishment of parental authority was the "leit motif" of child training—and the attitude today of regarding a child as an individual with problems based on his own individuality only to be solved through scientific understanding; a contrast emphasizing the shift from child training to parent training, caused by a reaching out toward the source of adjustment.

In looking over its past the Child Study Association bore no resemblance to an old person complacently reviewing a life well spent. Rather it seemed to be taking a deep breath by which to increase its energy for the challenges of the future. Speeches of appreciation were many, but in them were recognitions of tasks remaining to be done; not the least of them to uphold democracy because "only in a democracy can a science of individual differences flourish." Such an awareness of fundamentals by an organization that can be both technical and specific, is an assurance, if any were needed, that the Child Study Association will not be content to rest on its laurels.

Hard Heads and Soft Hearts

WHATEVER else the November elections gave a key to, they indicated a state of practically utter confusion on the part of "we, the people" toward short cuts to Utopia for old folk. California rejected "$30 every Thursday" but elected a U.S. Senator on that platform; Oregon rejected "$100 after 60" but adopted an initiated measure requiring the legislature to petition Congress to call a constitutional convention to consider the Townsend plan. This Oregon action and the narrow margin of defeat of the California scheme is said to be responsible for a fervent revival of Townsendism on the West Coast with its echoes bound to reach Washington.

While the voters were hard-headed toward specific "funny money" schemes they were soft-hearted toward bigger and better allowances for old folk. North Dakota voted to raise the maximum from $30 to $40 a month ($17.14 was the average in August) with the state left to find $25 of the allowance, since $15 is the maximum federal contribution. Colorado decided, in spite of the bare state of its financial cupboard, to retain the constitutional amendment setting an even $45 as a monthly "pension." (Payments in August were $25.88.)

Voters in various states passed on proposals to strengthen public welfare administration. Californians approved a measure which, by abolishing the "temporary" relief administration, will clear up many confusions and permit the integration of the state's entire welfare program. Michigan, on the other hand, voted down a referendum proposal approved by the legislature to consolidate some ten state agencies into a welfare department according to a plan developed after months of study by a state commission. New York put into its constitution permission for the legislature to enact health insurance laws and specific authorization for the use of state funds for relief purposes including unemployment, sickness and old age, care of dependent children and education and support of the physically handicapped. It also wrote housing into its constitution authorizing state credit up to $300 million for loans for low rent and slum clearance projects and for subsidies to municipalities or public housing authorities.

The Moses Plan

WHEN New York's park commissioner, Robert Moses, speaks on any matter of public concern his remarks merit thoughtful consideration. Thus the city-wide, three-year public and private housing program he recently offered at a public meeting, more or less out of the blue, made the front page of the metropolitan dailies, and evoked considerable editorial comment.

Mr. Moses' plan, worked out in every detail from cost of land to exact location of each development, would provide in three years ten slum clearance projects at a total cost of $200 million for 120,000 people and in a longer period of time, five limited dividend projects to cost $90 million for families in somewhat higher income groups. Land would be acquired by condemnation. Schools and recreational facilities would be considered as integral parts of the projects and paid for out of housing funds. A to-be-imposed one-cent cigarette tax would provide interest payments on state loans under the recently adopted housing amendment. To carry out his plan Mr. Moses would replace the State Housing Board by an ex-officio board of state officials, "with functions normally discharged by a bank or banker"; the City Housing Authority would be replaced by a board including heads of "the most vitally

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affected departments" and three appointees of the mayor. Tenants of the buildings would be selected by the Department of Welfare.

The high spots of Mr. Moses' proposal are seen in housing circles as a complete repudiation of generally accepted principles. "Housers" are asking: Should not housing policies and projects be administered by specially constituted bodies devoting their entire energies thereto? Cannot land generally be assembled more cheaply by negotiation than by condemnation? Ergo, should location be made public in advance? Is it not the responsibility of the city to provide schools and recreational facilities for residents of housing projects, as for other citizens, out of funds designated for those purposes? Is not tenant selection a function of management? Mr. Moses answers all these questions in the negative.

To provide the maximum amount of low cost housing with the public and private funds available is the common aim of all those behind a public and limited dividend program, Mr. Moses included. While some features of his program go along with proposals which have been for some time under the expert scrutiny of the City Housing Authority other important features are at variance with expert opinion.

The Moses plan is bound to be widely and critically discussed particularly as the legislature, meeting next month, will be called on to implement the new housing amendment. As former governor Alfred E. Smith pointed out, the amendment is not self-enacting; the measure implementing it should be the product of careful study joining progress with feasibility, and, most important, should be so drawn as to command a united front for its support in the legislature.

Labor Conference

THE National Conference on Labor Legislation which met in Washington in mid-November was the fifth of such meetings called by the Secretary of Labor. With less than ten legislatures in session in 1938, there were not those showings of new laws the country over that characterized earlier conferences. But there were over a dozen new state labor commissioners in attendance and there was a deal of practical discussion of problems in administration. More than that, the conference committees, made up of official delegates and representatives of labor and the public, sat into the small hours one night drafting recommendations that bear on the battery of 1939 legislative sessions. Secretary Frances Perkins led off the conference with a stimulating address and presided in lighter vein at the conference dinner. As stage business she read "notes," as of one delegate to another, which allegedly the cleaning woman had collected after hours and turned in.

But it was in the run-of-mine handling of reports that Madam Secretary outdid herself in the chair. A question here, a challenge there, elicited from this state and that a fund of penetrating experience, drew out regional differences, and got moot points onto the floor, so that all concerned felt they had the national picture before them and adoption of each report meant a real consensus. Secretary Wallace made his vigorous plea for fresh understanding between farmers, workers and businessmen and announced a mid-winter conference as a start to that end. Administrator Elmer F. Andrews and Katharine Lenroot, chief of the Children's Bureau, canvassed and clarified developments under the national wage and hour law which since October 24 has operated within the sphere of interstate commerce. The new features of the conference were: a committee report recommending parallel state wage and hour legislation, discussion of the regulation of homework no less than of factory employment, and a suggested program, put out by the wage and hour administration, for state collaboration in enforcing the act once adequate federal funds are available. There were lively and baffling questions raised as to jurisdictional twilight zones left by the lawmakers; but every evidence of a pretty general determination to give a fair trial to this latest and most comprehensive attempt to set or get

A ceiling over hours
A floor under wages and
A better break for children.

A State Looks at Its Schools

NEW YORK STATE has just completed a two-year study of its largest enterprise—the public school system which includes 2,250,000 children, 80,000 teachers and 11,400 buildings, and which costs the taxpayers $1,700,000 a school day. New York pays more for public education than does any other state. But this study by a subcommittee of the Board of Regents shows that the costs of the schools vary widely from community to community and that "some of the best results are being secured with average expenditures, and some communities are making very large outlays and securing poor results."

The new educational program proposed by the Regents' inquiry includes modernization of the 7000 school districts, some of which were laid out before the War of 1812; "extensive revision" of teacher education.

Most drastic of the inquiry recommendations relates to secondary education. The study found that since 80 percent of the youth do not go to college or professional school, highschool graduates under today's employment conditions face "an enforced period of idleness of two or three years." The report comments: "From the standpoint of the development of character, of work habits, of citizenship and of individual intellectual growth, a plan of upbringing more destructive than this could hardly be arranged." The remedy proposed is a reorganization of secondary education and an extension of highschool by adding two years to include vocational training and "general education which will enrich the life of the individual and make better citizens."

The summary of findings and recommendations published as a volume entitled Education for American Life (McGraw-Hill, price $2) is filled with wisdom for parents, taxpayers and school authorities not only in New York but throughout the country.

States in Hot Water

TWO states—Ohio and Oklahoma—are in the Social Security Board's black books. Ohio is still cut off from federal old age assistance funds, pending revision of the twelve points at which the board found the state failed to conform with the federal law in administering aid to the aged. Ohio sent out October checks about November 10, making payments wholly from state funds. Whether or how the old folks will get their November allowances is not clear at this writing. Oklahoma will have no federal money for old age assistance or aid to dependent children for November or December because of previous payments to ineligibles. [See *Survey Graphic*, April 1938, page 203.]

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The Social Front

Jobs and Workers

THE widespread use of measurement devices and automatic control instruments has speeded up production, improved the quality of products, reduced costs and increased the productivity of labor, according to a 148-page report, "Industrial Instruments and Changing Technology," prepared by the National Research Project of WPA. Although industrial instruments have in some instances displaced labor, as Corrington Gill, director of WPA research, points out in his letter of transmittal, they have also played an important part in the development of such new enterprises as air conditioning, radio, plastics, automobiles and airplanes. Many modern factories use hundreds of instruments and automatic devices, and some of the larger concerns use thousands. The report points out that such installations sometimes change specifications for available jobs, and thus change the type of training and experience required.

Labor Board—In its first three years (September 1935 to September 1938) the National Labor Relations Board has had 17,367 cases involving 4,081,191 workers. Of these cases, 13,472 have been disposed of by the board, 53 percent of them by agreement. Of the causes of complaint, the largest number (5484) charged violation of the section of the act making it an unfair labor practice to discriminate against workers because of union affiliations or activities. In 3919 cases the main cause of complaint was failure of the employer to bargain collectively. Up to October 1, the board had received 5475 petitions asking certification of employe representatives for collective bargaining, or the holding of elections to determine the bargaining agencies of the employes.

The Inland Steel Company, which resisted the Little Steel strike in 1937 [see Essence of the Steel Strike by Pierce Williams, *Survey Graphic,* October 1937, page 516], has been ordered by the NLRB to bargain collectively with the Steel Workers Organizing Committee, CIO affiliate, and to put its agreement in writing. The decision is similar to that handed down April 6, holding that refusal by the employer to sign an agreement amounted to refusal to bargain collectively. The board withdrew its April decision and reopened the case to receive further evidence from the company. . . . The Republic Steel Corporation has filed with the U.S. circuit court of appeals in Philadelphia a petition to review and set aside a recent order of the NLRB, which followed closely the decision of April 6. The decision ordered the company to reinstate 5000 workers who participated in the Little Steel strike, to disestablish alleged company unions and to bargain with the SWOC and the Amalgamated Association of Iron, Steel and Tin Workers. The April decision was set aside by the board in June, and the case reopened.

Stabilization—A plan for stabilizing the wages of employes of more than two years' service is announced by General Motors. For workers who have been with the company two to five years, the plan would guarantee weekly income of not less than 40 percent of their full time standard wage; for workers with more than five years' service, the plan would give 60 percent of standard weekly earnings throughout the year. Some 150,000 of the 200,000 on the corporation payrolls would be affected, possibly half of these on the more generous basis. The financial contribution made by the company in slack times would be repaid by the worker in a period of recovery. A reserve will be set up by the company to cover the plan and loss sustained by the company in the event of the employe's death (when his obligation is cancelled) or in the event of failure to return to the company's employ after a layoff. The weekly guaranteed income will consist of pay for the amount of work performed for General Motors, pay for any other regular employment, unemployment compensation under state-administered laws, an advance made by the corporation. The advance is to be repaid when the weekly earnings exceed 60 (or 40) percent of standard weekly earnings, and will be at the rate of half the amount by which the earnings exceed the guaranteed percentage. Standard earnings are defined as the employe's normal wage rate for a forty-hour week.

Minimum Wage—A directory order, setting a minimum wage of $14 for forty hours and a basic minimum hourly rate of 35 cents for women and minors in the confectionery industry of New York State has been issued by Frieda Miller, industrial commissioner. Overtime is to be paid at the rate of time and a half except during the fourteen-week "peak period" when the minimum hourly rate in excess of forty hours but not more than forty-four hours is one tenth greater than the basic rate, and work past forty-four hours must be paid at the rate of 52½ cents an hour. In the slack season (April to September) employes working two days or less in any one week must be paid at least $7. The order covers some 6400 women and minors in 257 establishments.

A state-wide investigation of wages, hours and other working conditions of women and minors employed in all branches of the glove industry in New York State is being made by the division of women in industry and minimum wage.

Public hearings will be held on the proposal of the Connecticut wage board for the cleaning and dyeing industry, setting a basic wage of 35 cents an hour, and a weekly wage of $14.40 for a forty-one hour week.

Suits against the Minnesota Industrial Commission were dropped after the commission agreed to exempt the complaining industries from the blanket wage order of July 11 and issue separate orders for these industries. The complainants were a laundry, a restaurant, a telegraph company and a group of garment makers. The blanket order fixed a minimum wage rate for all women and minors in any industry, business or trade in the state. The rate varied with the size of the community, with a top of $15 a week.

Jobs for Married Women—Milwaukee, Wis., has made a study of the employment of married women as city employes, under an order of the common council. The study shows that one sixth of the women in the city service are the wives of men unemployed or with only nominal earnings. Further, it was found that if the women whose husbands were employed lost their jobs, the family would in many cases suffer more than if the man were the one dismissed. About one fifth of all women city employes have husbands also employed by some government agency. In twenty out of 130 such cases, the wife's earnings were less than $500; in four, the husband's. In three such cases, the combined earnings of husband and wife were between $500 and $1000; in fifteen cases the wife's earnings, and in three the husband's were between these figures. Data on the number of dependents supported by the women included in the study have not been tabulated.

Relief

MILD reflections of the business upturn glimmer through the relief picture. Latest Social Security Board figures show that autumn continued the summer rise in total relief rolls, but there is a "decrease in the increase."

In certain localities the glimmer is brighter. Reporting a four-week downward trend in direct relief rolls during the last of October and early November, the Pennsylvania Department of Public Assistance notes that, though a large proportion of this reduction is accounted for

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by the WPA program, "current gains in private employment closed more cases during each of the four weeks than were opened because of past losses." While 11,173 cases were opened because of loss of private employment, 12,552 were closed because of current gains in private employment, making a 1379 net drop directly due to private employment. A Pennsylvania optimist might also see a dim reflection of the same trend in the decrease of the CCC waiting list from 17,175 to 11,612.

In New York City, a turnover of 82,049 from relief to private employment in the past year fails to dispel all gloom, though placements were 1613 more numerous in September than in January. Considerable concern was engendered by the revelation that more home relief recipients found private employment than did WPA workers. More significant was the finding of the Emergency Relief Bureau governing board (since the integration of the welfare services, existing only in an advisory capacity to the mayor) that business is geared at the present time for enormous expansion without necessarily a corresponding increase in employment.

In a report on relief in the city from January 1934 to June 1938, the board points out that in a period (1934-1935) when indices showed a 4 percent gain in business activities there was a 40 percent increase in relief lists. The explanation offered is that "relief rolls follow the curve of employment rather than the curve of business activity." In that period employment remained static. In a later period (March 1936-July 1937) business activity became more pronounced, rising from 13 percent below normal to 8½ percent above normal, while employment rose only from 27 percent below normal to 21 percent below normal. Relief rolls at the end of this period had fallen off less than one percent. The subsequent depressed period (July 1937-June 1938) which brought a 27 percent decline in business activity and a 16 percent decline in factory employment, brought a 13½ percent gain in the relief load.

Report—Civic-minded citizens in New York who may have had to force themselves to wade through departmental reports will welcome with glad sighs the annual report for 1937 for the Department of Public Welfare issued by Commissioner William Hodson. Abounding with human interest the booklet relegates numerical tables to its back pages. Though figures with numerous digits crop up throughout the text, public welfare beneficiaries are presented as living persons rather than statistics, a presentation aided by illustrations that would do credit to a photographer's exhibit. The report is the first since the functions of the Emergency Relief Bureau were taken over by the city as a permanent government responsibility under the administration of the Welfare Department. Calling home relief "'the residuary legatee' of any maladjustment in our civilization," it begins with a challenge: "The great objective of our society should be the elimination of relief for the able-bodied employable men and women of the country through a reconstruction of our social and industrial order, so that jobs and living wages will be available for all."

Privileged—Veteran's disability allowances can no longer be considered a family resource by Pennsylvania's county assistance boards which have received notice that an exemption of at least $20 must be allowed in computing the relief grants of those receiving federal pensions. The new policy is based on the theory that it is unjust to "take away from the injured veteran all that the government has given him as war disability compensation."

The Unattached—Wide variation exists between proportions of single persons on relief in the large cities throughout the country. A recent study of sixteen cities showed Philadelphia to have the greatest "unattached" problem with seventeen of every thousand of its population being non-family persons on relief. The problem looms almost as large in Chicago where twelve per thousand are non-family "reliefers." In Newark and Pittsburgh more than ten per thousand fit in this classification. Washington has the smallest proportion of persons living alone on relief—slightly over one per thousand. Similarity in relief rolls evidently does not follow industrial similarity in cities, as Chicago and St. Louis (third lowest single person rate), both "shipping points" for transient and casual laborers, are listed at opposite ends.

In New Jersey—In spite of continuous "emergency" financing, "a good record as compared with neighboring states" is the finding made in New Jersey by the Unemployment Relief Commission [see *Survey Midmonthly* August 1938, page 266] in its Report No. 1, now in print. Not touching upon the adequacies or inadequacies of individual relief grants, the report bases its conclusions on comparisons with expenditures in New York, Pennsylvania and Massachusetts. Such comparisons refute charges of extravagances in New Jersey, showing it to have lower per capita relief costs than any of the neighboring states.

Costs are the focus of this report. Who pays them and who should? It was found that the state has been bearing 73 percent of the total burden with individual municipalities varying in the proportion they carried. The counties hardly come into the picture at all. That the state responsibility in financing is not accompanied by an equal administrative responsibility results in varying standards of administration and eligibility, and "a town with limited eligibility standards may drain state funds from other areas where need is really greater. . . ." A later commission report will be concerned with individual relief allowances.

Though graphs and tabulations abound throughout the report only one approaches relief with any other view than as a "cost." This is a study of relief as supplementary to inadequate wages or private income in fifteen towns where nearly 43 percent of the relief cases had such income, ranging from 11 to 31 percent of the family budget. This, says the commission, indicates "the degree to which relief is called upon to supplement wages from private employment" and "the extent to which relief is necessary to those who have inadequate private income."

Concrete proposals to come out of the study include the granting of state aid to municipalities on a uniform basis, the adoption of a simpler form of computation, the sharing of administrative costs between state and municipalities, the use of state funds for sponsors' share in work programs, an increase in percentage of total costs to be borne by the municipalities, the merit system. All are distinct moral victories for the New Jersey Welfare Council, formerly the New Jersey Conference of Social Work, which for three years has been fighting for coordination of all public assistance services under the State Board of Control; efficient personnel to be selected under the Civil Service Act; joint financial responsibility of the state and local governmental units; local administration through unpaid, non-partisan municipal welfare boards; and uniform, humane standards supervised by the Board of Control. Though not so explicit as these goals the recommendations of the commission at least have caught their spirit in recognizing the need for a more integrated relief program.

Most revolutionary of the commission's proposal is the first, based on a reluctant admission that relief is a continuing problem, a point long stressed by the social work group. Most nearly akin to a Welfare Council goal is the recognition of the need of a merit system for public assistance workers in a state where the only legal requirement for overseer of the poor is the "ability to read the English language."

In Print—Rural Households and Dependency, by Olaf F. Larson, Bulletin 444 of Colorado State College, Fort Collins, published in cooperation with the WPA, is a "comparative study of composition and behavior of relief and non-relief households in three Colorado counties." Though there is no blanket difference between relief and non-relief households, interesting relative differ-

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ences occur. More heads of relief families are farm tenants or laborers than are family heads in the non-relief group; since 1920 relief heads on an average had more unemployment than non-relief heads. Other differences in averages occur in educational background, number of dependents, size of farms, geographic mobility. . . . Relief in Kansas City, Mo., a study made by the Kansas City Chapter of the AASW in cooperation with the Kansas City Council of Social Agencies (price 50 cents from the council, 1022 Baltimore St.) points to the inadequacies of relief standards in the city, where they directly affect one eighth of the population. Present average public relief allowance is $12.30 per month; private relief, $19.20. Compared with relief expenditures in six cities of similar size, those of Kansas City amount to two thirds of the lowest (Indianapolis), one fourth of the highest (Rochester, N. Y.). The study is a plea for Kansas Citians to "face the problem squarely" rather than to shirk the present cost and to pay "ten-fold for it in the future with a crushed and broken humanity."

Among the States

FINANCIAL statistics of state agencies administering public assistance are now being collected by the division of public assistance research, Social Security Board, on a six months' experimental basis. The plan at present provides for semi-annual comparative data on classified administrative expenses, proportion of funds from federal, state, and local sources, and revenue sources of state and local funds. More than one half of the state public assistance agencies are cooperating. From the experience gained during the experimental period, revisions in the plan and procedures will be made. The major problem at present is that of developing simple but reasonably accurate techniques for distributing joint expenses incurred for two or more programs and for administrative and non-administrative purposes. Other problems include the definition of public assistance programs, the definition of administrative expenses, and the classification of such expenses.

Wisconsin—During the second quarter of 1938, 70 cents out of each dollar expended for public assistance in Wisconsin came from federal funds. From state funds came 6 cents out of each dollar; from local funds 23 cents. Total expenditures amounted to $25,624,602. The local units' contribution of $5,951,588 went: $2,609,736 to general relief, $1,090,481 to social security payments, $2,251,370 to sponsoring WPA projects.

During the second quarter an average of 15.4 percent of the state's population received some form of benefit. The percentage ranged from 3.6 in Kewaunee County to 59.1 in Florence County. Eleven of the twelve counties with more than one out of every four persons receiving aid were in the poor northern cut-over section of the state.

"If we social workers want good public welfare administration in our states we must get into the fight and stick to it." Margaret Woll, when she cogitated thus in 1936, was already in the fight in her native Kentucky as head of the state's old age assistance services. She stuck, and last month was appointed by Gov. A. B. Chandler as state commissioner of welfare to succeed Frederick A. Wallis. Miss Woll was five years with the Louisville Family Service Organization; later with the FERA in Virginia. She is a member of the American Association of Social Workers and was at one time on the field staff of the Family Welfare Association of America.

New Jersey's Wards—Ten years have nearly doubled New Jersey's public institutional population according to a recently issued statistical bulletin, "The Wards of the State of New Jersey," published by the State Department of Institutions and Agencies, via WPA project No. 4211-0. The department operates the state's nineteen penal, correctional, hospital and charitable institutions along with two non-institutional agencies, the State Commission for the Blind and the State Board of Children's Guardians, as well as administering old age assistance. Penal institutions and mental hospitals show the most striking increase among the state's custodial wards, but these gains are far outdistanced by the increase in wards of the non-institutional agencies which in recent years have been propped up by the social security program. Beneficiaries of old age assistance have more than tripled in the past five years; blind aid recipients have increased five fold in ten years. More moderate has been the increase in aid to dependent children which has slightly more than doubled in ten years' time.

Stock Taking—The New York State Department of Social Welfare is making a comprehensive evaluation and review of its experimental program for care of non-settled persons, which has been functioning since July 1937. Under this program the state reimburses localities 100 percent for the cost of assistance to persons having no settlement in the state, provided assistance is granted in accordance with rules and regulations of the department. Although the study will be made on a state-wide basis, attention will be especially focused on present and future problems as they affect New York City, this because of the anticipated influx of non-settled persons during the period of the World's Fair. As director of the study, which will require about four months, the department has borrowed Philip E. Ryan from the Committee on Care of Transient and Homeless and of the Council on Interstate Migration, of both of which he is executive secretary.

Adding Up—Since Pennsylvania began to pay benefits to its old people, January 1, 1935, some 142,000 persons, all told, have been aided to the total cash tune of $59,480,000. Of this sum, $22,650,000 has been contributed by the federal government which began participation in July 1936. At present about 89,000 persons are receiving old age assistance in the state with an average monthly grant of $21.59.

Dependent children and their mothers, to the number of some eighty thousand, have received $18,070,000 since January 1, 1935 with the Social Security Board chipping in $4,168,000 since 1936. At the present time 17,656 families with 43,269 children are being aided. The blind, to the number of 16,400, have received pensions totaling $10,820,000. The federal government participated for a time and to the extent of $3,282,000, but that participation has now been withdrawn since the pensions are based on degree of blindness and not on need.

Youth and Education

THE public schools of Dayton, Ohio, which closed October 28 for lack of funds, were re-opened three weeks later. The first plan was to ask the 1300 teachers to bridge the gap by agreeing to resume classes without pay in anticipation of a state school fund, due December 3; to work five more weeks without remuneration if the proposed two-mill levy, adopted at the November 8 election, failed of passage. The temporary closing of the schools affected 34,000 pupils. Dayton officials state that the new levy, providing

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$500,000 annually for five years, will solve the school finance problem for the coming year, but point out that additional aid will be needed for the operation of schools in November and December. The local school deficit as of November 1 was $61,000.

Work Camp—A group of fourteen boys and ten girls representing ten schools participated in a summer work camp at the Hudson Guild Farm, near Andover, N. J. The project was under the direction of W. Ormsbee Robinson of the Ethical Culture School, New York, whose report on the summer brings out some of the educational values for the group. The young people did their own "housekeeping," including the laundry, renovated and repaired an old farm house, did farm work, and ran a "nursery school group" for the children of families who, through the Hudson Guild settlement on New York's crowded West Side, were spending brief vacations on the farm. In emphasizing the values of the work camp, Mr. Robinson's report urges that "it would be unwise to permit the unplanned spread of such projects." He points out that, "The work camp could easily lend itself to the exploitation, financially, morally, and physically, of youth."

New Ways *vs.* Old—Progressive education is superior to traditional practices in its educational results as proved by comprehensive testing, according to Prof. J. Wayne Wrightstone of Ohio State University's Bureau of Educational Research (Appraisal of Newer Elementary School Practices, published by Teachers College, Columbia University). Professor Wrightstone tested matched pairs of pupils in schools of each type, chosen for similarity of teaching conditions including the social and economic backgrounds of the pupils. The study showed the progressive school pupils generally superior in the academic skills of reading, writing and arithmetic. Further, the progressive school children were superior in a test of information about current events, and about social, economic and aesthetic questions. In creative prose, verse and graphic arts, the work of the children from progressive schools was found "of distinctly higher quality in originality and facility of expression." The freer type of education also produced superior ability in critical thinking, ability to obtain facts, interpret them and generalize from them.

Youth Administration—Preliminary returns on a survey of youth in the labor market indicate that lack of funds is the principal reason why young people leave school before completing their education. The study is being made in seven cities—Binghamton, N. Y., Birmingham, Ala., Denver, Colo., Duluth, Minn., St. Louis, San Francisco and Seattle—covering 25,000 graduates of the eighth grades of public and parochial schools in the years 1929, 1931, 1933. Out of 15,700 interviewed to date, 14,000 young people had left school, almost one half of them for lack of funds. About three out of ten quit because at the time they felt they had had enough education. An additional one out of every ten left because work experience was preferred to further education. Of the other reasons given for school leaving, illness (4 percent) was most important.

NYA has been authorized to use portions of the Algiers Naval Training Station at New Orleans, and the Naval Ordnance plant at South Charlestown, W. Va., for establishing regional resident work centers for out-of-school unemployed youth. Both government properties have been idle for many years. Equipment and facilities will be used in enlarging the work experience program of NYA in mechanical and metal work.

A sixty-day campaign to obtain employment for 4000 young people with NYA job training is being conducted in Illinois, under the direction of William J. Campbell, state NYA director. By November 10, permanent positions in business and industry had been obtained by 826 Chicago youths, and by 1795 in "down state" counties. Civic groups, newspapers, radio stations, the Illinois State Department of Labor and the State Employment Service, and hundreds of employers are cooperating in the drive.

The Insurances

OLD age insurance claims in October totaled 17,515, the Social Security Board announces, with payments averaging $61.81, and amounting in all to $1,082,621. The claims now being paid go to workers who have reached the age of sixty-five or to the heirs of those who have died, and amount to 3½ percent of wages paid the worker in a covered employment since January 1, 1937. By states, the average October payments (which reflect wage rates) ranged from a low of $26.56 in Mississippi to a high of $79.92 in New Jersey. Since the launching of the program, 234,085 such claims have been paid (see page 371).

Payments Decrease—September was the third consecutive month in which there was a decrease in the number of initial claims for unemployment compensation benefits and in the amount of benefits paid out. Initial claims decreased by 24 percent in September, as compared with 30 percent in August and about 20 percent in July. Exclusive of New York State, the decline in the amount of benefits paid was 4.4 percent in September. A Security Board release states: "Special reports from several states indicate that exhaustion of wage credits was an influential factor in the decline of benefit payments, although reemployment of workers was a contributing cause." In twenty-two of the twenty-eight benefit-paying states which reported a smaller amount of benefits paid during September, the decreases ranged from 4.9 percent in Indiana to 43.3 in Virginia. Six states—California, Iowa, Louisiana, Michigan, South Carolina and Wisconsin—reported increased benefit payments.

Norway's New Law—A nation-wide compulsory unemployment insurance law has replaced Norway's voluntary scheme, in effect since 1906. The new plan will cover about 550,000 workers. Farm labor, domestic service, fishing and some other occupations are excluded, as are manual workers earning less than 600 crowns a year (1 crown = 45 cents) and non-manual workers earning more than 6000 crowns. Both employers and employes contribute to the insurance fund, and compensation will be paid at the rate of one benefit week for three weeks of contribution to a maximum of fifteen weeks a year. Covered workers are divided into five wage groups, with benefits ranging from 1.40 to 4 crowns daily ($4.41 to $12.60 a week). Amounts up to a maximum of 1.50 crowns daily (67½ cents) will be allowed on behalf of dependent children under fifteen, not to exceed 80 percent of the daily wage. The government estimates the cost of the scheme at 24 million crowns a year, of which 16 million crowns will be raised by employer-employe contributions, 4 million crowns from local governments, with a subsidy from the national government covering the balance needed. The new law will go into effect in 1939. Existing trade union funds will be used for a voluntary supplementary program, financed by workers and the national government and paying the same benefits as the compulsory scheme for another fifteen weeks.

Boston Figures—Since January 30, 1938, Massachusetts has distributed 265,854 unemployment compensation benefit checks, totaling $2,819,729, according to reports of the State Unemployment Compensation Commission, summarized by the research bureau of the Boston Council of Social Agencies. The number of individuals receiving benefits and the payments to families who would otherwise have been on public or private relief are not known. The average size of the weekly check for the week ending October 7 was $10.61, just below the state average of $10.63. Checks going out from the East Boston office, in a district where there are many low wage women factory workers, averaged $9.94. From the Hyde Park office, with a large proportion of skilled and white-collar workers, the average check was for $11.38. The summary from the research bureau points out: "The lower wage earners are, of course,

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those who without unemployment compensation would have needed to turn soonest to relief agencies. The small size of benefits paid to individuals in this group indicates that even with unemployment compensation, supplementary relief must be necessary in many cases."

Publications—Security or the Dole? a Public Affairs Pamphlet, first published in 1936, revised to take into account the actual functioning of the social security program and suggested revision of the federal act. Public Affairs Committee, Inc., 8 West 40 Street, New York. Price 10 cents.

Against Crime

ACTIVITIES of G-men, though glamorously publicized, fail to effect a decrease in the volume of crime throughout the country, according to figures for the first nine months of 1938, compiled by the Federal Bureau of Investigation. Robbery has increased nearly 14 percent since 1936, burglary 10 percent, larceny 16 percent. More rape was committed in 1938 than in any year in this decade with the exception of 1937. Ninety-five percent of the crimes committed this year were motivated by the desire to obtain property; the other 5 percent were felonious assaults, including rape and homicide.

A larger percentage of this year's crime has been committed by persons under twenty-one than was the crime of 1937, if the ages of those arrested is an indication. More persons twenty-one years old were arrested than of any other age.

Out of the Frying Pan — Discipline cells will take the place of lashings in Tennessee prisons, according to recent announcement. Though the rooms of solid concrete will have windows they will let in little or no natural light. Ventilation will come through steel doors. Another step in the state's "modernized" prison program is the substitution of blue cotton pants and shirts for the traditional prison stripes.

Citizen's Study—Bargaining with the people is the modern criminal's method of escaping the full consequences of his crime. This is at least true in New York City where a recent survey by the Citizen's Committee on the Control of Crime [see *Survey Midmonthly*, June 1937, page 192] showed that only one out of every five defendants on criminal charges actually comes to trial. That the rest plead guilty, however, does not necessarily mean that defendants realize the impossibility of combating the cases against them. The great number of guilty pleas are made, with the prosecution's permission, to lesser charges than those in the indictments. In the four largest counties within New York City, less than 29 percent of the persons convicted within a year were convicted of the offense named in their indictments.

Arrests on serious charges occur in the city on an average of one every eleven minutes; 48,109 were made in the year studied (June 1937-June 1938) in connection with the 71,856 serious offenses known to have occurred. Burglary is the most profitable crime from the criminal's standpoint, yielding an average income of $225 and a 50-50 chance of escape.

Self-Discipline—A new wrinkle in court procedure was recently introduced in a Brooklyn court where five men arrested on vagrancy charges pronounced their own sentences. Since all the men were unemployed, the magistrate decided they might like a "nice warm" place to spend the winter, so he put it up to them to fix the length of their jail terms. Two of the men, who had no homes, chose sixty days. The other three, who had given addresses, chose fifteen days, ten days and five days.

The School *vs.* Delinquency—Partial blame for the development of the delinquent student is laid at the door of the schools, in a recent report of a committee of the New York City Board of Education. To prevent the positive role played by the school in the making of a maladjusted personality the report, prepared by a joint committee on maladjustment and delinquency, suggests a definite program to include extension of the school health system, a technically trained personnel for helping the child avoid failure in school work, greater provision for the application of remedial procedures, classes for the handicapped (particularly mentally retarded children and those with speech defects), establishment of residential camps under school auspices. Pointing out that dull children can learn, the committee emphasized the importance of specialized programs for the retarded with the warning that school activities must correspond to the child's abilities.

Seedlings—Juvenile delinquency cases coming before the courts in 1937 have reversed the general downward trend which has occurred since the peak year, 1930, according to the reports of twenty-eight courts to the U. S. Children's Bureau. The bureau, however, discounts this reversal as a cause for pessimism because of the many non-significant factors that affect the court reports. One of these is change in court procedures; another, change in policies of agencies in referring cases to the courts.

More significant, perhaps, are the divisions of delinquency. While since 1930 there has been a gradual decrease in the number of white children brought before the courts, there has been a gradual increase in cases of Negro children. In 1937, white children's cases increased 10 percent, while Negro children's increased 15 percent. In the same year, 27 percent of all the juvenile delinquency cases dealt with in the twenty-eight reporting courts were those of Negro children.

In a sex division, boys represent the bulk—85 percent—of the delinquency cases. Their number increased 12 percent from 1936 to 1937 but decreased 16 percent from 1930, their peak year, to 1937. Girls' cases, which decreased 26 percent from their peak year of 1929 to 1937, showed an increase in the latter year of 7 percent over 1936. Half the boys' cases involved stealing; one fourth, the commission of acts of carelessness or mischief. Most of the girls' cases—66 percent—involved running away, ungovernable conduct or sex offenses.

Birth Control

THE first state birth control organization sponsored by Negroes is the West Virginia Maternal and Child Health Council which completed its formation in late summer. Prof. E. S. Jamison, director of the department of health and physical education of the West Virginia State College, is the chairman. Members of the board include social workers, ministers, educators, doctors and nurses. The new council will cooperate with the West Virginia Maternal Health Federation in extending educational work among Negroes and furthering the organization of birth control clinics for Negro mothers.

No Appeal—The fight of the Birth Control League of Massachusetts to maintain mothers' health services has taken a new course since the decision of the U. S. Supreme Court which, in mid-October, dismissed the appeal of four workers attached to the North Shore Mothers' Health Office, Salem, from a decision of the Massachusetts supreme court upholding the validity of the state's rigid law banning the distribution of contraceptives. The law, enacted in 1879, provides for the punishment of any person who "sells, lends, gives away, exhibits or offers to sell" any contraceptive devices or drugs. The case on which the Supreme Court has just ruled had its origin last year in the arrest of a doctor, nurse and two social workers. That incident was followed by a raid on the league's office in Boston, the arrest of Mrs. Leslie D. Hawksworth, league president, and Caroline Carter Davis, educational director, and the seizure of a supply of pamphlets entitled, "To the Welfare Workers of Massachusetts," which gave the addresses of the league's seven offices to which social workers might refer clients who, for reasons of health, needed birth control information. The higher court's dismissal was based on lack of jurisdiction.

All local and state court decisions on all the cases were adverse to the league

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which then carried the Salem cases to the highest tribunal on the ground that the old state law "was not intended to apply to prescriptions by duly qualified physicians, when necessary for the preservation of life or health." In its ruling the state supreme court noted that in most places it is accepted modern practice for physicians to prescribe contraceptives under certain conditions, but added that the 1879 statute was plainly valid and all-inclusive and that "relief . . . must be sought from the law-making department and not from the judicial department of government."

Latest development in the battle is a tightening of the league's aims to a more specific goal—that of allowing "duly qualified physicians . . . to provide contraceptive help for married women when it is a question of their health or life." Mrs. Hawkins and Mrs. Davis have withdrawn an appeal to the superior court so that a new test case involving such an issue might be introduced. The hope is that court interpretation of the 1879 law might be more liberal toward its application to "a particular doctor" attending a particular "case where pregnancy might mean death to the mother or death or disease to the child."

Won—Victory smiled toward the birth control movement in a recent legal battle involving the U. S. Customs' seizure two years ago of copies of the magazine, *Marriage Hygiene,* published in India and sent to a college professor, American editor of the publication. In its decision, the circuit court of appeals held that imported birth control books and pamphlets might be received in this country by qualified persons other than physicians who "would not abuse the information." The case is now closed as the time allowed for appeal to the Supreme Court has expired.

Hospitals

THE largest general hospital in the world, Chicago's Cook County, has been dropped from the approved list of both the American Medical Association and the American College of Surgeons. It was dropped from the medicos' list last summer, and from that of the surgeons' in mid-October. This double action followed years of discussion of the hospital's deficiencies by medical and civic groups. Several studies and surveys have been made and placed on file. In the latest, a study made in 1937 by a committee of hospital superintendents appointed by the Board of Commissioners of Cook County, dissatisfaction again crystallized into definite recommendations for improvement, chief of them the appointment of a trained and experienced hospital administrator.

The Cook County Board has offered the position of warden, as it is called, to several men of high professional standing, but it has gone begging because it offers no security of tenure. The state law makes the post an appointive office, renewable each year. It was refused on these terms last July by Dr. Benjamin W. Black, of Oakland, Calif. Discouraged by Dr. Black's refusal, the board appointed Brig. Gen. Manus McClosky as warden of the hospital. The action of the doctors' associations followed.

The withdrawal of professional approval is a serious blow to the hospital, staffed by some of Chicago's best physicians and surgeons, and long a coveted training ground for promising interns. Members of the county board and doctors from the hospital staff have risen hotly to its defense. But the AMA and AC of S have refused to reopen the issue until a well qualified medical administrator or, at very least, a full time medical assistant to General McClosky is appointed. Experts disagree as to the means by which the position might be made attractive to a qualified man. Some people hold that a state constitutional amendment would be necessary; others that the post of warden could be brought under civil service without such an amendment.

Council—"Both private and governmental interests" are represented in the new Hospital Council of Greater New York. Formed to coordinate the hospital and health facilities in the city with the object of improving service, the council supersedes the mayor's Hospital Council of the City of New York, and is the result of recommendations growing out of a recent city-wide hospital survey. Although it will act as an independent community agency its membership of seventeen agencies includes the City of New York.

Going Up—Construction on the $2 million cancer hospital, training and research center to be built in New Jersey by the Curie Institute will begin in 1939. . . . The cornerstone for a new $1,500,000 building for the New York Medical College and Flower Hospital was recently laid in New York City. . . . PWA funds will build a new $600,000 tuberculosis unit at Freedman's Hospital in Washington. The unit will not only provide necessary facilities for the diagnosis and treatment of the disease but also will afford experience to interns in a hospital which graduates about 50 percent of the country's Negro physicians.

Supply—The South's economic position is reflected in a report of the U. S. Public Health Service which shows it to have less hospital facilities in relation to population than any other area. Most favorable are the facilities of those states in the Rocky Mountain and Pacific areas and on the middle Atlantic seaboard. Altogether there are 4841 registered general and special hospitals in the United States, representing a total capacity of 451,000 beds. Half the hospitals have less than fifty beds each. Largest in average size are the mental hospitals, the 597 in the United States having over a million beds, but often operating beyond rated capacity.

According to a compilation of the National Tuberculosis Association there are 92,786 beds in 749 institutions for tuberculous patients in the United States and its territories, representing an increase of 5869 beds since 1934. In continental United States there are 78 federal, 399 state, county and municipal, 71 private and 184 semi-private institutions housing the tuberculous.

Who Pays—Ten years have reversed the percentages of public and private money financing hospital buildings according to a recent study. In 1927, over 71 percent of the $134 million spent on construction went from private resources to voluntary hospitals. Today, the government furnishes three fourths of the money going into hospital buildings.

Insurance—Latest figures show two and a quarter million persons enrolled in hospital care insurance plans throughout the country, an increase of nearly a million enrollees in less than a year. Largest plan is New York City's with a membership just past a million; next is Minnesota's with some 209,000. Ten new plans are awaiting the approval of the American Hospital Association.

To Read—Pictographs at their best appear in "You and Your Hospitals," a fifty-nine-page booklet recently published by the United Hospital Fund of New York, 370 Lexington Avenue. Facts about the voluntary and municipal hospitals found in a recent survey sponsored by the United Hospital Fund are here presented in first-reader simplicity. Statistical comparisons show the need of expansion of out-patient departments, medical social services, ward facilities, prepayment plans; the economic waste in unused private rooms. Coordinated planning is recommended to save the voluntary hospital system from being supplanted by government owned facilities.

The Public's Health

WHILE national plans for a widespread health program seem deadlocked by disagreement between its proponents and organized medicine, emphasized by reiterated convictions in a recent closed session of the President's Interdepartmental Committee and a committee of the AMA, interest in medical care plans grows apace within the states. In Massachusetts, a four-point program is recommended by the New England *Jour-*

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nal of Medicine. The suggestion includes the establishment in each community of a well equipped and staffed hospital, a hospital insurance service, a medical care insurance service, and a health service council to coordinate a medical program for the indigent.

The services of a bureau of medical economics, established by the Oregon State Medical Society, are available to the state's local medical societies for help in developing plans for medical care of low income and industrial groups. At the request of any society, bureau representatives and legal counsel will be sent to make a local survey and offer advice. Developed plans must be submitted to the council of the State Medical Society. The bureau is also helping the Oregon Association of Hospitals in developing a hospital insurance plan.

New—An obstetrical consultant service has been set up by the bureau of maternal and child health, Michigan State Department of Health, to cooperate with the county maternal health committees and the district medical societies. Head of the new service, available to all physicians, is Dr. Clair Folsome, instructor in obstetrics and gynecology at the University of Michigan.

Group Medicine—News of the growing fleet of medical cooperatives [see *Survey Midmonthly,* October 1938, page 325] includes the launching of a new health group in Superior, Wis., with the "bon voyage" of the local medical society. Piloting the venture is a committee composed of medical association and lay representatives. . . . The Wage Earners Health Association in St. Louis braves a threatening financial cloud by suggesting two proposals for increased dues for the consideration of its members: first, a 50 cent blanket rise; second, extra charges for operations, deliveries, home and hospital calls, infant care.

A Chance to Live—A recognized gap in the nation-wide anti-tuberculosis program is the lack of rehabilitation facilities for the arrested case. Discharged from the sanatorium with instructions to get a light, outdoor job which he discovers to be non-existent, the patient too often drifts back into the industrial world for a short period before being returned to the sanatorium in a relapsed state. Notable as an attempt to fill this gap is the work of the Committee for the Care of the Jewish Tuberculous, in New York. A review of the committee's first twenty-three years (1913-1936) recently has been released in sixty-five pages entitled "Life and a Living" which show the encouraging results that can be obtained from a concentrated rehabilitation program. The work of the committee, like the booklet, has been divided into two parts, though the second is merely a phase of the first. Naturally, the "cure" comes first, which includes arranging for the proper care of a patient either in a sanatorium or, in special instances, at home, with social service offered to his family, where indicated, so that his cure will not be retarded by worry. The latter is carried on into the "after-care" program, where an important part is played by the Altro Work Shops, a garment factory created to provide employment under ideal conditions for patients discharged from sanatoria. In this factory time clocks are used to keep an employe from overworking, and hours are arranged according to the workers' physical condition. Nevertheless, the factory is run on a business basis, wages (at the highest prevailing rate) being paid according to the work done. Discharge comes when a patient is found to be in a condition to be fully self-supporting. It would be interesting, if it were possible, to compare the statistics which show that 49 percent of the patients are well and working ten to twenty years after leaving the factory to statistics concerning discharges from sanatoria that offer no follow-up care.

Negro Health—Negro physicians and dentists have recently organized the Pennsylvania Institute for Negro Health under the leadership of Dr. Frederick M. Hopkins of Philadelphia. The institute will cooperate with public health departments in sponsoring projects to induce health habits in Negro children and in spreading health information among Negroes. It also proposes to interpret the aims of the Negro physicians and dentists throughout the state.

Worth a Pound of Cure—A grant of $84,000 from the Commonwealth Fund will be used to develop a new department of preventive medicine at the New York University College of Medicine to cover a four-year curriculum. New York City's Lower East Side Health Center will be used for teaching and research. Purpose of the department, proposed fifteen years ago by a faculty committee, is "to stimulate the interest of the entire faculty in the preventive aspect of medicine . . . so that every student . . . would have an attitude favorable to appreciation and participation in the modern public health movement."

Against Cancer—State and PWA have matched funds to produce the $900,000 Ellis Fischel Cancer Hospital for Indigents now under construction in Columbia, Mo. The eight-story building will have a capacity of eighty-three beds. . . . Georgia, receiving an average of seven applications per day for state aid in cancer treatment, now has ten state-aided cancer treatment centers. . . . Though the cancer deathrate in Massachusetts has doubled since 1900 a recent statistical study shows that the increases in those cities which have state-aided cancer clinics were smaller than in the state as a whole. . . . The National Advisory Cancer Council, created by the Cancer Act [see *Survey Midmonthly,* August 1937, page 260] has so far approved sixteen applications for grants-in-aid for research, totaling $125,000.

In Print—Los Angeles County Health Report, a clearly written 137-page report of the functioning of a county health department in the fiscal year ending June 1938, is a bright example of the possibility of producing such material in a readable manner. Vivid photographs and generously distributed pictographs help keep down the weight. . . . Maternal Mortality by Place of Residence: U. S. 1935, Volume 5, Number 50 of Vital Statistics—Special Reports, published by the Bureau of Census, Washington. Compiled by a WPA project, the report enumerates by counties and states all deaths from puerperal causes, showing another angle of the South as the nation's number one problem.

Just what its name implies, "Health Insurance: A Brief Study Guide," has been prepared by the American Nurses Association and the National Organization for Public Health Nursing. Price 10 cents from either organization, 50 West 50 Street, New York.

Professional

TRAINING on the job is part of the educational program for staff nurses of the New York City Department of Health. Teaching laboratories at two of the department's health centers provide opportunities for observation and discussion, and the testing of practices and procedures. The educational project, made possible through social security funds, embraces programs for regular staff nurses, for newly appointed nurses, and for new supervisors. One of its main purposes is to help develop the nurse's ability to carry out her teaching role among the families she serves.

In Chicago, public health and social problems are the topics under discussion in three groups of lectures for graduate nurses, sponsored by the Tuberculosis Institute of Chicago and Cook County at the University of Illinois, the University of Chicago and Grant Hospital.

Concerning Motherhood—Cleveland will be the scene next year of the first congress in this country called for the consideration of problems associated with childbirth. Sponsored by the American Committee on Maternal Welfare, Inc., the meeting, September 11-15, will be called the American Congress on Obstetrics and Gynecology. The membership of the committee includes the American

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Public Health Association, the U. S. Children's Bureau, and the U. S. Public Health Service as well as hospital, nurses' and physicians' associations.

The National Council for Mothers and Babies, recently evolved from the meetings of a group of people called together in Washington by Katharine F. Lenroot, chief of the U. S. Children's Bureau, includes representatives of fifty-eight national organizations. Purpose is to build up enlightened public opinion regarding public health measures for mothers and babies throughout the nation; method involves two national meetings a year, two conferences in each state.

Demand—Employment of public health nurses rose 7½ percent in the first nine months of 1938 over 1937 according to figures of the U. S. Public Health Service and the U. S. Children's Bureau. Most of the 1615 new nurses were added to the staffs of local agencies.

Employers and Employes—Personnel practices and policies of six Jewish case work agencies, affiliated with the New York Federation of Jewish Charities, are being surveyed by the Council of Jewish Federations and Welfare Funds. In the agencies under study, professional workers are placed on a three to six months probationary period before receiving permanent employment. . . . Strikes of government employes were outlawed by the State, County and Municipal Workers of America, CIO, at the recent New York State convention. The union, which represents many public welfare workers, aims to achieve its principles, including the forty-hour week, through the milder methods of "negotiation, legislation and education."

Conference Action—The Georgia Conference on Social Work has opened headquarters in Atlanta to further its campaign for a civil service system throughout state, county and city governments. The conference, of which Fred T. Athearn of the Atlanta Travelers Aid Society is president, also is promoting actively the further strengthening of adoption laws and more adequate provision for general assistance for persons who miss the categories. . . . The Indiana Conference of Social Work, at its recent eeting in Indianapolis, adopted an exansion program which includes the establishment of regional conferences and the employment of a full time, paid secretary, both by the end of next year. The ndianapolis meeting made an attendance record of 1070 with all of the states' inety-two counties represented. Nearly 00 persons were registered in the two-lay study sections. Allen Bloom, secretary f the Indianapolis Jewish Community enter Association, was elected president, succeeding Emma Puschner. . . . At its ecent biennial convention, the United Lutheran Church in America approved a constitution for a new agency, the Board of Social Missions, in which will be combined the work of the Inner Mission Board through which most of the church's social welfare activities have operated, the committee on moral and social welfare and the committee on evangelism.

Schools—The Graduate School of Public Welfare Administration at Louisiana State University, now in its second year, has an enrollment of forty-three students, representing all sections of Louisiana and a part of Mississippi. The school gives special attention to health and welfare problems in the rural field. Six full time faculty members, two part time lecturers, one from the State Department of Public Welfare and the other from the State Board of Health, and five professors from other departments in the university constitute the teaching staff. Four training centers are used for field work. All students who finished the first year's work last spring were placed immediately. One is a federal probation officer, two are connected with the Farm Security Administration and the others are associated with local and state departments of public welfare. . . . Self-examination is under way at the Graduate School for Jewish Social Work, cocking a critical eye at its curriculum to determine the need for changes caused by changing conditions. The school now has no first year class, no new students having been admitted in the fall.

Fellowship—Opportunity awaits a young woman less than five years out of college in the form of a $1400 public service fellowship for a year of graduate study in history, economics, government and social science. March 1 is the deadline for applications for the fellowship, established by the Women's Organization for National Prohibition Reform and awarded annually by the faculty of Barnard College to a college graduate who shows promise of usefulness in public service. Studies may be pursued in any approved college. Address inquiries to the Public Service Fellowship Committee, Barnard College, Columbia University, New York.

Nursing Experiment—First experiment in an integrated community nursing service to be tried in this country is in operation in Rhinebeck, N. Y. There, any person or family in need of a public health nurse, a private duty nurse, an hourly nurse or an institutional nurse makes application through a central office. Working in close connection with the local hospital, the service is backed by a citizens' committee including laymen, doctors and nurses. The experiment was instigated by a joint committee on community nursing service set up by the American Nurses' Association, the National League of Nursing Education and the National Organization for Public Health Nursing.

Through the Mill—The College of Physicians and Surgeons, Columbia University, reports that last May about 1100 students in 154 colleges and universities applied for enrollment in the entering class. Of these, 113 from thirty-nine different colleges were accepted. The survival rates are indicated by the second year enrollment, 104; third year, 97; fourth year, 91.

People and Things

THEIR first quarter of a century of service at the New York Association for Improving the Condition of the Poor completed, Bailey B. Burritt, general director, and William H. Matthews, director of the department of family welfare, were honored at a recent meeting of the association's board and presented with silver gifts to commemorate their services. Said Mr. Burritt: "More than anything else in my twenty-five years with the AICP, I have been impressed by the increasing social-mindedness on the part of the average citizen of New York City." Said Mr. Matthews: "I start another twenty-five years of service with the firm conviction that we need not worry about the 'moral fiber' of those on relief."

State Divisions—First director of the Indiana State Welfare Department's division of medical care is Dr. George C. Stevens, psychiatrist for the department's division of correction. Under the supervision of the new division are five state mental hospitals, two institutions for the feebleminded, a colony for epileptics, a soldiers' home, and a sanatorium. . . . The Ohio State Welfare Department's newly created division of mental diseases has as its commissioner Dr. Jesse F. Bateman, superintendent of the Columbus State Hospital.

In Massachusetts the legislature has changed the name of the Department of Mental Disease to the Department of Mental Health. In the same law the legislative body abolished the old unpaid board of associate commissioners, placing in its stead an assistant commissioner at the disposal of the commissioner. Heading the reorganized department is Dr. Clifton T. Perkins.

Broadened Horizons—Art through touch is now available to the blind of San Francisco where the De Young Memorial Museum has organized an exhibit especially arranged for the sightless. Articles placed on tables or low shelves are tabbed with descriptions in braille and include varied collections, ranging

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from African instruments and ancient pottery to sculptured masterpieces. The display has a triple interest for its visitors: industrial or craft, historical and aesthetic. It was arranged under the direction of Eltha Wulff, educational director of the museum, and Mrs. John Wallacker, chairman of braille for the San Mateo County chapter of the American Red Cross.

Literary blind children are again competing in an annual world-wide short story contest for blind boys and girls conducted by the *Searchlight,* a children's braille magazine edited and printed by the sightless at the Lighthouse of the New York Association for the Blind. The winner of the contest, which closes February 1, will receive a cash prize donated by Thomas S. McLane, treasurer of the association. The *Searchlight's* ten yearly issues are distributed free to blind children throughout the world.

Presidents —Dr. Fred G. Carter of Christ Hospital, Cincinnati, has been elected president of the American Hospital Association to take the place of the retiring president, Dr. Harvey Agnew of the Canadian Hospital Council. . . . New president of the New York State Conference of Social Work is Leon Abbott, commissioner of the Department of Welfare, Syracuse, N. Y. The 1939 meeting will be in Rochester.

Public Service— Lucille M. Smith, former director of the medical service of the Chicago Relief Administration has gone to Washington as technical adviser in the bureau of public assistance of the Social Security Board. Mrs. Smith was largely responsible for the development of a public medical relief program in Chicago and was notably successful in winning for it the confidence and cooperation of the medical and dental professions and public and private health agencies. In her new position, she will advise with state authorities on their medical programs for people benefited under the Social Security Act, and will act as a medical liaison officer between the Social Security Board, the United States Public Health Service and the Children's Bureau.

Seldon C. Menefee has deserted the academic shades of the department of sociology at the University of Washington, Seattle, for social research with WPA, his particular job being associate analyst in the urban section of the division of social research. Professor Menefee is an occasional and always valued contributor to *Survey Midmonthly,* his most recent article [September 1937] having been an analysis and discussion of the American standard of living as shown by certain WPA studies.

Milton O. Loysen is the newly appointed head of the division of placement and unemployment insurance in the New York State Labor Department. He succeeds Paul Sifton now in Washington as deputy administrator of the wages and hours division. For the past seven years, Mr. Loysen has been special deputy superintendent of insurance in the state service. At thirty-six he steps into a $10,000 job with some 5000 workers under his direction.

Nurses All—First nurse ever to hold a position on the Wisconsin State Board of Health is Amalia Olson Baird, appointed by the governor for a seven-year period of service. Mrs. Baird represented the Wisconsin State Nurse's Association on the Wisconsin Bureau of Nursing Education. . . . Ida F. Butler has resigned as director of the American Red Cross Nursing Service, recently merged with the Red Cross Public Health Nursing and Home Hygiene Service. [See *Survey Midmonthly,* November 1938, page 360.] Miss Butler, who has been with the Red Cross since 1918, is a member of the board of directors of the American Nurses Association. . . . Formerly superintendent of nurses at McKinley Memorial Hospital, Trenton, N. J., Thelma Ryan has become director of the school of nursing at the Millard Fillmore Hospital, Buffalo, N. Y. . . . Temple University Hospital has a new director of nursing, E. Louise Grant, former director of the school of nursing and nursing service at the Allentown (Pa.) General Hospital. . . . Janet Defandorf, recently educational director of nurses at the Central Dispensary and Emergency Hospital, Washington, D. C., succeeds Priscilla T. Hall as superintendent of nurses at the Paterson General Hospital, Paterson, N. J. Miss Hall is now superintendent of the school of nursing at the Starling-Loving Hospital, Columbus, Ohio.

Around the Agencies—No Gorgon, the Yonkers (N. Y.) Family Service Society can, however, produce two case workers for one lost. Gone: Phyllis Moulton to the Catholic Charities of Brooklyn to train students of the Fordham University School of Social Work. Come: Helen M. Gossett, formerly psychiatric social worker at the Northern New Jersey Mental Hygiene Clinics, and Florence L. Stevens from the Family Service Society, Buffalo, N. Y. . . . Recent newcomer to the staff of the New York Travelers' Aid Society is Helen B. Laughlin who a year or so ago, while with the Mother's Assistance Fund, Philadelphia, contributed to *Survey Midmonthly* a lively and much quoted article, "Morals and Mothers." . . . From Holyoke, Mass., where she has been director of social service in the Holyoke Hospital, Mary H. Roberts has gone to Orange, N. J. to become director of the social service and admitting departments of the Orange Memorial Hospital. . . . New Italian secretary of the International Institute of the YWCA in Brooklyn is Rosina Martella, formerly assistant director of the Federal Hill House, Providence, R. I. . . . Resigning as executive of the Council of Social Agencies in Troy, N. Y., Louis Serene has gone to the Council of Social Agencies in Winnipeg, Canada, to fill a similar executive position.

Deaths

ELLA PHILLIPS CRANDALL, pioneer in the development of the public health nursing movement and first executive secretary of the National Organization for Public Health Nursing. At the time of her death, Miss Crandall was the director of the Payne Fund, New York, organized for the study of literature and other educational influences on the lives of young children.

FRANK MILLER, executive secretary of the Georgia State Conference on Social Work, from 1928 to 1935 director of the Atlanta Community Chest and for a time director of the Fulton County Department of Public Welfare.

WILLIAM F. JOHNSON, for twenty-four years a member of the staff of the Children's Aid Society of New York, from which he retired last January. Mr. Johnson's outstanding service was in the transformation of the society's industrial schools, established in the early days to supplement the public school system, into modern health, recreation and service centers.

CALVIN DERRICK, suddenly, at the New Jersey State Home for Boys of which he had been superintendent for eleven years. Mr. Derrick was an associate of the late Thomas Mott Osborne when the latter was warden of Sing Sing Prison, New York, in 1916. He later was identified with various correctional institutions or all of which he left the impress of his progressive philosophy and methods. He was a past president of the American Prison Association.

HENRY BENTLEY of Cincinnati, an occasional and always valued contributor to *Survey Midmonthly* and *Survey Graphic* a leader in the National Municipal League and the National Proportional Representation League and a moving spirit in the well known Cincinnati Charter Committee.

THE REV. WILLIAM MEEGAN, at the age of forty-three, director of the Buffalo N. Y. Catholic Charities, and active in the National Conference of Catholic Charities. Father Meegan was deeply concerned with education for social work and served as adviser and consultant to the University of Buffalo School of Social Work and to the Catholic University School of Social Work in Washington.

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Book Reviews

The Challenge of Facts

WORK ACCIDENTS TO MINORS IN ILLINOIS, by Earl E. Klein. University of Chicago Press. 256 pp. Price $1 postpaid of *Survey Midmonthly*.

IT is obvious that a university cannot lobby. But a university can unearth and assemble the factual data essential to a successful legislative campaign and suggest what form legislation should take.

This is exactly what the School of Social Service Administration of the University of Chicago has done in "Work ccidents to Minors in Illinois." Work- ing under the general supervision of Grace bbott and with assistance from the staff f the school and students on NYA scholarships, Dr. Klein has made a compre- ensive analysis of industrial accidents to inors under eighteen in Illinois. Based n factual data from 1233 industrial ac- ident records, supplemented by home in- erviews with 530 of the injured young eople, information is presented as to the auses, nature and extent of injuries, the mount of compensation received and how t was spent, and the social and economic ffects of the injuries upon the minors hemselves.

Dr. Klein set out "to determine wheth- r the working children and young people were adequately protected by the law and dministrative procedure adopted for its enforcement." The answer is an emphatic 'No." Hundreds of boys and girls under eighteen are injured each year, often needlessly, many of them permanently andicapped for work. Ignorant of their ights under the compensation law, some- times at the mercy of unscrupulous em- ployers, they compromise their settle- ments for less than is due; and are forced, many of them, to use large portions of heir compensation money for medical care nd attorneys' fees. With no advice or ounsel in planning their future, they frit- er their money away and are left grop- ng for some way to regain self-support.

Dr. Klein offers definite legislative rec- mmendations. He urges that the mini- num age for employment be raised to ixteen and for hazardous occupations to ighteen, with an eight-hour day, forty- our week for minors under eighteen. Other proposals are: changes in the com- ensation law extending coverage to agri- ultural employment and street trades; aising the basic rate for compensation; roviding awards for types of injuries ot now covered (such as the partial loss f hearing); adoption of a medical panel ystem; limitation of attorneys' fees, and uthorizing the industrial commission to lace compensation in trust and appoint uardians in cases involving awards to inors of more than $250.

A legislative job has been cut out for the social workers of Chicago. If they are true to their tradition, the Illinois legislature will be confronted this winter with concrete bills embodying Dr. Klein's suggestions and with a powerful lobby for their support.

GERTRUDE FOLKS ZIMAND
National Child Labor Committee

For Orientation

MANUAL OF PSYCHIATRY AND MENTAL HYGIENE, by Aaron J. Rosanoff, M.D. Wiley. 1091 pp. Price $7.50 postpaid of *Survey Midmonthly*.

AFTER eleven years, the seventh edition of Dr. Rosanoff's excellent manual appears. Rewritten and enlarged, reorganized in thought, it represents personal thinking and selective compilation of data relating to human inadequacy and maladjustment.

The author offers the broad background essential for proper orientation, and then sets forth principles relating to diagnosis and prognosis and outlines modes of procedure for therapeusis and prophylaxis. He has successfully incorporated the scientific data derived during the past decade from psychology, biology and allied fields into the findings of growing psychiatric experience.

While written primarily for students in the psychiatric field, Dr. Rosanoff's volume is a useful reference for social workers. He has elaborated the problems of chaotic sexuality, a term he substitutes for the concept of schizophrenia, and has indicated the problems of eugenics and the mental hygiene of childhood and adolescence as carefully as the symptomatology of mental disorders.

A successful textbook results, giving an authoritative, comprehensive view of the practical aspects of psychiatry and mental hygiene.

New York IRA S. WILE, M.D.

Crusading Document

THE CHALLENGE OF HOUSING, by Langdon W. Post. Farrar & Rinehart. 309 pp. Price $3.50 postpaid of *Survey Midmonthly*.

WHILE this is a crusading document filled with many personal experiences and judgments, it is, nonetheless, a vivid story of housing, excellently and interestingly told. Mr. Post has drawn upon his four years' experience as chairman of the New York City Housing Authority and head of the Tenement House Department to champion the plight of the slum dweller. He builds up his philosophy (and it's a fighting philosophy) by cleverly weaving together accounts of tragic deaths in tenement house fires with other factual and historical data, and puts his finger on most of the forces associated with tradition, selfishness, and public apathy that have stood in the way of securing an adequate re-housing program for every city.

In dealing with the opposition, which he finds inside as well as outside the housing movement, Mr. Post cites chapter, verse, and person. His differences with policies of local political leaders show his concern at housing becoming a political football; and his differences with federal housing officials in Washington indicate his firm belief in home rule. While pointing out the dangers of well meaning but half thought out ideas, and condemning most of the practices of private enterprise in the housing field, he makes a logical plea for a program combining the values of "public utility" housing with outright government ownership and operation. Public utility housing is explained as housing provided by corporations, privately financed and managed, yet controlled as to structure, function, and profit by public regulations similar to those controlling telephone and power companies.

In other words, Mr. Post has a solution within the framework of the present system whereby the best practices of the public utility business can be applied to housing and be made to serve adequately the needs of approximately two thirds of the urban population. The "one third ill-housed" must become a responsibility of government. And if order is to be made out of the present chaos, both private and public operations should be controlled and their respective areas defined by a planning commission vested with authority and power to undertake the tremendous task of rebuilding on a large scale.

This book is a valuable addition to housing literature. While many of the detailed proposals will not be applicable in all cities, the basic thesis holds.

Pittsburgh, Pa. JOSEPH P. TUFTS

An "Indispensable"

WHAT OF THE BLIND? edited by Helga Lende. American Foundation for the Blind. 214 pp. Price $2 postpaid of *Survey Midmonthly*.

DESCRIBED in the sub-title as "a survey of the development and scope of present-day work with the blind," this publication takes its place with the "indispensables" on a social worker's bookshelf. Under nine main divisions of the subject are nineteen articles by almost as many authors presenting information from experts—physicians, educators, public welfare officials, psychologists, social workers, librarians—all distinguished by their firsthand acquaintance through research or actual practice with the various aspects of work with the blind. The volume has a unity unusual in such a collaboration.

The introductory general survey by Robert B. Irwin, describing blindness and resources for aid, gives an excellent orientation to the person who is beginning work with the blind. The sections that follow on Causes and Prevention of

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Blindness; the Blind Preschool Child, Education of the Young Blind, Psychology of the Blind, Social Adjustment of the Adult Blind, Volunteer Work with the Blind, Reading and Recreation, and Sources for Research are rich in factual and interpretive information. A reading list at the end of each chapter is a guide to further study.

The reader is impressed by the hopefulness of efforts expended in preventing blindness and in helping those who become blind to use their potential capacities to the full. Although the extent of blindness is not so great—from 1 to 1.5 per 1000 of the general population—we are told that probably not more than 25 percent of blindness is inevitable. Since the majority of the blind are over fifty years of age, careful eye examinations at first indication of failing sight are important, as well as preventive measures and safety devices. In the education and placement of the blind, the development of a well rounded personality is emphasized. Here it is that the social worker's function is important in bringing to bear an understanding of intellectual, emotional and social factors that affect development of either child or adult in any situation. The chapters on the blind under the Social Security Act and the functions of a state agency for the blind show present trends in organization of services.

Schools of social work will find this a useful reference book in such courses as social case work, medical information, and public welfare adminstration. It is, of course, of especial interest and value to persons engaged in administering and developing the new public social services for the blind. ARLIEN JOHNSON

Graduate School of Social Work
University of Washington, Seattle

P.S. They Got the Jobs

WE ARE FORTY AND WE DID GET JOBS, by C. B. Thompson and M. L. Wise. Lippincott. 255 pp. Price $1.47 postpaid of *Survey Midmonthly.*

PRACTICAL, specific advice on how to take your talents to market and put your personality across in that greatest of all jobs, job-getting, makes this book an excellent pick-me-up for the discouraged unemployed-and-over-forty. Two women, both past what so often and so unnecessarily has been called the deadline, proved over a period of ten weeks, in cities ranging from a metropolis down to a small town, and in a wide variety of fields of employment, that they actually could get jobs. The "formula" that they worked out as a matter of technique in job-getting suggests abracadabra, but on analysis shows excellent common sense; definite "dos and don'ts" that can be followed by anyone moderately intelligent and willing to face her (or his) employment problem with honesty and grit. No theories of economics, psychology or sociology enter; the aim is wholly practical.

The authors give short shrift to the frequent martyr attitude of the past-forty employable person and, instead, direct him to analyzing situations that may produce a job where none seems to exist and to analyzing the requirements of a specific job, his own qualifications and experience for it (often much broader than at first appears), and the best approach to make to the prospective employer.

"Little business" comes into its own in this book, for in little business age rules are not rigid, and a job-seeker with ideas and a fresh approach frequently can interview the man who runs the business, shapes its policies, and makes its final decisions. Now and then a reported interview or a letter, such as the answer to an advertisement for a companion during convalescence, sounds a shade too smooth, and one wonders whether an employer might not marvel that so perfect an answer to prayer could be forthcoming even in the great recession. On the whole this is an excellent how-to book, hopeful because the authors proved their right to be so. GERTRUDE BARNES FIERTZ

Manhasset, L.I.

Fruit of Research

GROUP ADJUSTMENT—A STUDY IN EXPERIMENTAL SOCIOLOGY, by Wilber I. Newstetter, Marc J. Feldstein and Theodore M. Newcomb. School of Applied Social Sciences, Western Reserve University. 154 pp. Price $2 postpaid of *Survey Midmonthly.*

THE results of nine years of research are compressed into this important volume. Scene of the study is a camp, already familiar to many people through an earlier report, Wawokiye Camp, published in 1930. A variety of ingenious devices is employed involving heavy dependence upon statistical method. The central purpose of the project is to penetrate into the phenomena of group adjustment.

By perfecting a personal preference interview technique it was possible to develop for each individual in a group an index of group status. This status, which is at the basis of group adjustment, was found to be relative to a particular group in a particular situation.

At weekly intervals six persons independently rated each camper on the degree of acceptance shown in terms of (1) being sought for and welcomed in groups; (2) being liked and on good terms with boys; (3) being a leader; (4) being actually found in a variety of groups. A total of 4873 activity groupings were observed and recorded. One is impressed with the close similarity which the findings sustain to those reported by J. L. Moreno in his "Who Shall Survive?"

Dr. Newcomb's contribution, primarily a contribution to methodology in behavior research, is contained in a single chapter, where he is concerned with the measurement of the kind, frequencies and degrees of behavior directly related to being accepted or rejected by a group. Three hundred and ten minute units of observation were completed for each boy in the study. Upon the basis of these data a nine-point Cordiality vs. Antagonism scale was developed, yielding three different scores. Analysis indicated that "an individual's group status is largely *revealed* in cordial behavior *received from* others, but not very largely *determined* by his cordiality *shown* to others."

The final chapter, "Implications for Group Work," would appear to have been developed independently of the research project itself.

This volume constitutes a significant contribution to professional literature. Obviously, however, it is not a book for the novice either in social work or in the social sciences.

New York CHARLES E. HENDRY

Only Birth Pangs

HOUSING COMES OF AGE, by Michael W. Straus and Talbot Wegg. Oxford University Press. 259 pp. Price $2.75 postpaid of *Survey Midmonthly.*

THIS is the Apologia pro Vita Sua of the old PWA housing division. It is a book that needed publishing, not so much because of the technical value of its material but because it helps to explain, clearly, and in places brilliantly, an attitude of mind often puzzling to those outside of Washington who are interested in low rental housing. Those who followed the progress of the housing division before the U. S. Housing Authority under Nathan Straus was set up, were often mystified at sudden changes in personnel and policy. In one or two cases there was a strong feeling that injustice to individuals had occurred. The present text does not tread long on dangerous ground. However, the sequence of events is clearly given and while these may be of only academic importance they help one understand some of the tremendous problems facing the division in its early days and point out quite clearly the dangers inherent in this particular kind of centralization.

It is really too early to write a history of the old Housing Division. However, it was well to keep a log of events, but until the demonstration projects erected by the division in most of our large cities have been lived in long enough to prove their true value, whether positive or negative, the story is only half told. Also something more than one point of view will have to be expressed We should hear from the local architects who worked with the division, from local housing and planning bodies, from politicians, social workers, land accumulators, lawyers and property owners from managers and tenants, and perhaps from some former members of the staff of the division. All of these people dealt with Washington and the division during its hectic early days.

No person interested in public housing will want to miss this book but i

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should be remembered that the title, "Housing Comes of Age," is misleading. The book deals only with the birth pangs of housing as an experiment in the financing and construction of a very few, well designed, rather expensive rental units. While the division did much, it seems a bit presumptuous of it to claim a greater accomplishment. Low cost, low rental housing for the lowest income groups in the United States has not yet been born.

Columbia University CARL FEISS

The Living Being

FEARFULLY AND WONDERFULLY MADE; THE HUMAN ORGANISM IN THE LIGHT OF MODERN SCIENCE, by Renee von Eulenburg-Wiener. Macmillan. 472 pp. Price $3.50 postpaid of *Survey Midmonthly*.

HARDLY a month passes without its addition to the stream of books designed to tell the reader about his body and its workings; for human beings continue to be interested in themselves. For the most part these books for the layman deal with established facts and accepted principles. They rarely take the reader sufficiently into the confidence of the scientist to share the secret that there are more unsolved problems than there are reliable rules. In this way they serve to diffuse a great deal of valuable information, to allay vast mountains of curiosity, enlarge the public's regard for science and cultivate a new dogmatism.

Perhaps that is all that the layman really wants. Here, however, is a book that not only recognizes the limits of our knowledge but explains clearly enough the limits of our resources for extending our knowledge, specifically in the realm of life knowledge. For our triumphs have been the mastery of multitudes of details; our needs are to understand the body as a whole, the living being in its inner complexities and in its outer relations. It is significant that the last chapter, "The Human Organism as a Whole," is the longest in the book and is frankly speculative. It shows at least that the author is a scientist and not merely a retailer of scientific doctrines. For the reader this book is quite as informative as any to be had; it is clearly and coherently written, and it has the further advantage of immediate relationship to the present stream of research. It presupposes some foundation in elementary biological or physiological knowledge and at least a highschool reading ability.

New York BENJAMIN C. GRUENBERG

Answers to Youth

LIFE AND GROWTH, by Alice V. Keliher. Appleton-Century. 245 pp. Price $1.20 postpaid of *Survey Midmonthly*.

THIS is a book which one would like to put into the hands of every young person in the land, his teachers and his parents. It is full of straightforward, clear and satisfying answers to questions of fact concerning life and growth. I say satisfying because many of the answers to young peoples' questions about sex and mating are adequate as far as they go, but leave out the unasked questions which trouble the minds of the adolescent. This author answers the unasked questions and deals with the whispers and innuendoes on the same level as the discussion of height and weight and growth. She covers a great deal of ground in an ordinary sized book and without a superfluous word.

Added to the readable and frank discussion of scientific facts, the implications throughout the volume rest on a well balanced, healthy, civilized philosophy of living. One or two chapters discuss social values but on the whole these values are underlying accompaniments to the discussion of fact. It is the author's insight and sense of values which give the book distinction and make one wish that all young people might read it. Many young people today, obsessed with the idea of "the normal" and "the average," spend pathetic years, with the help of our advertising and moving pictures, striving to be "the type." They would get comfort out of Miss Keliher's treatment of such ideas, and many of the cobwebs would be brushed away.

A high regard for the dignity of the human spirit and the worth of the individual—and no moralizing—runs through the book. "Each must work out his own

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set of values and make his own choice," says Miss Keliher in the excellent chapter on "Growing Pains." "Morality must be based, not on rules nor unreasoned taboos but on honesty, integrity and emotional sincerity. . . . Sincerity, honesty and personal integrity will lead different people to different choices. For some they will lead to choices that culture has not yet learned to tolerate, and if the pressure is too great, the danger is that these persons may lose the sense of their own inner integrity. . . . Morality based on these values will, in the long run, bring higher standards of behavior than can rules or taboos because the person has always within him deep respect for his own life and the lives of others."

The volume contains a list of books for further study organized around topics presented in the various chapters. It is illustrated with stylized drawings in schematic form by Irving Geis and by photographs and pictorial statistics—all illustrative in the best sense of the word.

MRS. EVERETT DEAN MARTIN
Claremont, Calif.

Sensible and Pleasant

HEALTH AND A DAY, Addresses by Lord Horder. Putnam. 213 pp. Price $2.50 postpaid of *Survey Midmonthly*.

LORD HORDER, physician to the King of England, has collected in this volume twelve of his addresses delivered in 1936-7. Four were given in the United States, two before the House of Lords, one was a broadcast. They are popular addresses, with many quotations after the English manner. Some of the best of these are from Emerson, whom he calls "your greatest American."

Lord Horder is above all a man of common sense, conservatism and good nature. There is no originality or brilliance in these essays but much urbanity and good will. "I attach much importance to the amenities of life. . . . Manners maketh man. . . . Because we cannot face the company of our own souls we jostle each other and chatter loudly and incessantly. . . . A gentleman makes no noise. A lady is serene. . . . With the passing of the spade and the spinning wheel tranquillity has passed also. Even the sound of this lovely word is strange to some. . . . We shall not get anywhere that counts for anything until we recapture tranquillity." He is strongly for a greater recognition of the psychological and of the spiritual elements both in disease and in health. To me the most significant of his sentences are these: "The patient may have placed his trouble in a lower category than that to which it rightly belongs. It may be loss of his aspirations and his ideals from which he is suffering, not a mere failure to adjust his physiological or even his psychological balance." His interest in public health leads him to characterize those "pernicious folk who try to plant in the public mind the idea that to preserve health is a very ticklish thing." On the contrary he maintains, rightly I believe, that, "Health is a broad, well paved road; generally speaking the wayfaring man must be a fool indeed if he errs therein."

This is a sensible pleasant book, of very little permanent value.

Cambridge, Mass. RICHARD C. CABOT

Sleep, Gentle Sleep

YOU CAN SLEEP WELL, by Edmund Jacobson, M.D. McGraw-Hill. 269 pp. Price $2 postpaid of *Survey Midmonthly*.

HAVE you ever had trouble sleeping? Have you ever had an insomniac as a patient? Have you ever been asked by some exasperated friend for a formula for sleep? If so, read "You Can Sleep Well."

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Home again, "you try sleeping medicines." Quoting from an article in *Fortune* the author shows how, in a two-year period, the sale of phenobarbital was nearly doubled.

What prevents sleep? Coffee? Dr. Jacobson's thirty years spent studying the phenomena of sleep has made possible an authentic answer.

Step by step methods of inducing slumber are accompanied by photographs of "you" in the process of flirting with Morpheus, and at the end of each chapter, which includes one on "Your Child's Sleep," an easy-to-follow outline is given summarizing the subject matter which preceded it.

The author takes you behind the scenes to learn there more about the mystery of sleep. The three closing chapters are devoted to various phases of this subject from the viewpoint of science.

New York BEULAH FRANCE, R.N.

The Red Cross at Work

DISASTER FIGHTERS, by Fairfax Downey. Putnam. 321 pp. Price $3 postpaid of *Survey Midmonthly*.

IN his graphic and chronological recounting of the 2128 disasters that have occurred through fire, famine, flood and pestilence in the United States within the last fifty-six years, the author grips one's interest and at the same time interprets the policies of the Red Cross.

As Dunant's "Un Souvenir de Solferino" is a vivid picture of the horrors of warfare, so is Mr. Downey's "Disaster Fighters" a vivid picture of the horrors of disaster in this country. He shows that concurrently with Dunant in Europe an American woman, Clara Barton, was carrying out the same principles here through her ministrations, with volunteers, to the soldiers of the Civil War. From her services and devotions later came the American Red Cross, chartered by Congress in 1881, in accordance with the Treaty of Geneva which Dunant in Europe sustained.

In the foreword to Mr. Downey's volume, it is stated that the efficient fulfillment of its duties has won for the Red Cross its leadership in the field of disaster relief. It should be remembered that not only does the Red Cross operate under a Congressional charter, but that its charter is mandatory, imposing on it the obligation of leadership in this field.

Mr. Downey gives appropriate recognition to the many governmental agencies and to the dedicated men and women who have contributed to reclaiming both the minds and bodies of the victims of the harrowing experiences of holocaust.

The book is well worth owning, an excellent one for students of sociology.

ELLA LAYNE BROWN
Cincinnati and Hamilton County Chapter The American Red Cross

Gain or Lose

EAT AND KEEP FIT, by Jacob Buckstein, M.D. Emerson Books. 128 pp. Price $1 postpaid of *Survey Midmonthly*.

ONE index of public interest in diet is the stream of non-technical books on the subject now being published. To meet the popular demand, authors drawing upon the same factual material must make individual appeals through distinctive treatment. This book's conservative tendency is to its credit. Apart from the trumpery about scientific secrets on the jacket, the tone is one of simplicity and restraint.

While the author quotes from documents published by the Health Organization of the League of Nations, he pays little attention to the emphasis in those documents on the malnutrition that exists in all countries including our own. Perhaps it is natural that this type of book should cater to the buying public, individuals concerned with keeping fit and reducing weight, rather than to the undernourished or malnourished not generally found among the book buyers.

For the most part the book fulfills its purpose. It is comprehensive without being encyclopedic; instructive without being dull, usually accurate and authoritative without being intricate and dogmatic. Its few lapses from strict accuracy may be due to the attempt to compress within relatively few pages all that is known of the science of nutrition. These

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lapses occur in a misleading enumeration of diseases in relationship to diet and in references to sugar as a "natural" food and to the shortcomings of gelatin. Much space is devoted to a fourteen-day reducing diet, prefaced by the admonition previously to consult a doctor. A fourteen-day diet for gaining is also given followed by useful tables and graphs. While these diets may serve a purpose, it is questionable whether more than a few persons would be able to follow them closely enough to obtain the desired results.

Nevertheless, here is a safe and authoritative guide to diet, carefully and pleasantly written by a well-known specialist. FRANK G. BOUDREAU, M.D.
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Crime Trailers

MY DOUBLE LIFE, by Mary Sullivan. Farrar & Rinehart. 302 pp. Price $2.50 postpaid of *Survey Midmonthly*.

MEN AGAINST CRIME, by Henry Lysing. David Kemp and Co. 265 pp. Price $2.50 postpaid of *Survey Midmonthly*.

THE author of the first of these two volumes illustrates the old saying that a Celt in his time plays many parts. Mary Sullivan walked upon the stage as a policewoman in 1911 when she reported at the station house for duty with a flower-rimmed picture hat and a green parasol. Embarrassed young police officers found it necessary to take her aside and explain the facts of life in the underworld. Her job of gathering evidence, however, speedily made a character actress of her; she has posed effectively as a rich widow, a madame, a companion of gangsters' wives, and even as a prisoner. She has investigated missing persons, shoplifters, confidence men, disorderly houses, fortune tellers, matrimonial bureaus, fraudulent advertisers, voodoo doctors, and has been the only woman regularly appointed to the homicide squad. Since 1925 she has been the director of New York City policewomen and has had to content herself with assigning roles to the hundred and fifty members of her cast. As contributing causes of bobbed-hair banditry, she calls our attention to lack of religious training, neurotic relatives, poverty and bad housing. Her book is delightful reading. Too bad it lacks an index.

"Men Against Crime" are, of course, the G-men, "flying from one end of the country to the other with a veritable armory of firearms, trailing the worst desperadoes the country ever knew, and if necessary smashing them in their own way—with withering gunfire." In such lurid terms, very different from Mary Sullivan's simplicity, Mr. Lysing discusses the work of the Federal Bureau of Investigation. Each chapter opens with a quotation from the speeches of J. Edgar Hoover, and includes biographical material concerning him.

The informed reader will find nothing much new in Mr. Lysing's book. He is at his best when dealing with the actual apprehension of criminals; weak when he ventures to discuss criminology as a whole. Sociologists may smile at his naive trust that "youngsters who play G-men and gangsters will grow up realizing that crooks are the scum of the earth." He can announce sternly on one page that "the purpose of imprisonment is punishment" and on the next complain that "much crime is perpetrated by the hardened criminal, by men who have been through the mill." Perhaps his most remarkable sentence is: "It certainly would not be a serious overstatement to say that crime is responsible for most of the unhappiness, most of the difficulties of modern civilization."
New York JAMES HARGAN

Run of the Shelves

ANNOTATIONS ON SMALL LOAN LAWS, by F. B. Hubachek. Russell Sage Foundation. 255 pp. Price $3 postpaid of *Survey Midmonthly*.

AN analysis of judicial decisions on small loan laws and of devices often used for the evasion of usury laws.

CHILDREN'S PLAY INDOORS AND OUT, by Elizabeth F. Boettiger. Dutton. 189 pp. Price $2 postpaid of *Survey Midmonthly*.

HERE are suggestions for the guidance of the child into "play that provides ample and varied physical activity, gives the opportunity for exploration and achievement, that fulfills intellectual and emotional needs and allows wholesome social contacts." The book is concerned primarily with the problems of children from two to six years old.

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Concerning Children

PROCEEDINGS OF THE CONFERENCE ON STATE CHILD WELFARE SERVICES, Washington, D. C., April 4-6, 1938. Maternal and Child Welfare Bulletin No. 3 of the U.S. Children's Bureau. 155 pp. Price 20 cents from the superintendent of documents.

A full account, including the discussion, of the meeting of public welfare workers to consider federal-state relationships in that part of the social security services which the Children's Bureau administers.

PATERNITY LAWS IN EFFECT JANUARY 1, 1938. U. S. Children's Bureau, Chart No. 16. 83 pp. Price 20 cents from the superintendent of documents, Washington, D. C.

Analysis and tabular summary of statutes relating to paternity and support of children born out of wedlock.

ADOPTION. Published by the U. S. Children's Bureau. Folder No. 13. 15 pp. From the bureau, Washington, D. C.

Sound advice for prospective foster parents in regard to choice of and attitude toward an adopted child.

Social Work and So On

THE SUSTAINING TYPE OF CASE WORK; CASE PRESENTATIONS, by Beatrice H. Wajdyk, Edna Astley and Ruth Davis. 64 pp. Price 50 cents.

DEFINING FAMILY CASE WORK SERVICES IN RELATION TO CLIENT APPLICATIONS, by Helaine A. Todd and Harriet Guignon. 44 pp. Price 40 cents.

OUR UNCHANGING GOAL: THE FAMILY, by Stanley P. Davies. 24 pp. Price 20 cents.

All published by the Family Welfare Association of America, 130 East 22 Street, New York. Available in quantities at reduced prices.

SOME ASPECTS OF PSYCHIATRIC SOCIAL WORK. A special issue of the *News Letter* of the American Association of Psychiatric Social Workers. 40 pp. Price 50 cents from the association, 722 West 168 Street, New York.

A series of papers presented at the meetings of the association at the National Conference of Social Work, June 1938.

RELIGION FUNCTIONING SOCIALLY. Studies Presented at Meetings of the Church Conference of Social Work, Atlantic City, 1936, Indianapolis, 1937. Edited by Leland Foster Wood. Published by the Social Service Department of the Federal Council of Churches. 96 pp. Price 25 cents from the council, 297 Fourth Avenue, New York.

Thirty-five papers from the meetings of an associate group of the National Conference of Social Work discussing the relation of religion to social work and social action.

FIELD WORK WITH PUBLIC WELFARE AGENCIES. II. Principles, Content and Objectives of Supervision, by Josephine C. Brown. American Public Welfare Association, 1313 East 60 Street, Chicago. 16 pp. Price 25 cents from the association.

In a paper presented at the section on public welfare administration of the National Conference of Social Work, Miss Brown describes the qualities of a perfect field representative. The APWA publishes it as a follow-up of the author's "Field Work with Public Welfare Agencies."

FOUNDATIONS IN THE TWENTIETH CENTURY, by John M. Glenn. 5 pp. Free, while the supply lasts, from the Russell Sage Foundation, 130 East 22 Street, New York.

The facts about the most important foundations prepared by Mr. Glenn for publication in *The Councillor*, house organ of the Baltimore Council of Social Agencies, from which it is reprinted.

WELFARE SERVICES FOR THE CANADIAN PEOPLE. Submission of the Canadian Welfare Council to the Royal Commission on Dominion-Provincial Relations. 58 pp. From the Council House, Ottawa.

A suggested social security program for Canada planned within sight of the particular needs of the Canadian people.

MISSOURIANS ON THE MOVE, April 1934—August 1935. St. Louis Bureau for Men, 204 North 18 Street, St. Louis. 62 pp. Free on request.

The statistical story of the short-lived Intra-State Transient Bureau set up by the St. Louis Relief Administration to alleviate the national transient problem through an attempt to keep Missourians at home. Most interesting discovery was that only a third of the 468 men and boys aided could properly be described as unattached and homeless.

STANDARDS OF LIVING IN THE GREAT LAKES CUT-OVER AREA, by C. P. Loomis, Joseph J. Lister and Dwight M. Davidson Jr. Issued as Social Research Report No. XIII by the U.S. Department of Agriculture, the Farm Security Administration and the Bureau of Agricultural Economics.

One of six studies of rural problem areas initiated originally by the WPA. Schedules were secured from both open country and village families in ten counties. Among the wealth of facts revealed by the tabulations is that open country families spent an average of $45 annually "for health, birth and death," $5 for current reading matter, $88 for clothing and $97 for maintenance of an automobile.

A PLAN OF COOPERATION FOR SOCIAL AGENCIES AND SMALL LOAN COMPANIES. Prepared and published by the Michigan Association of Personal Finance Companies, 1014 Francis Palms Building, Detroit. Free on request.

The plan, presented "as an effort to mobilize community resources in the service of the family" is said to have been discussed with leading social workers in Michigan. It carries the endorsement of an imposing list of them.

Labor

SHALL STRIKES BE OUTLAWED? by Joel Seidman. League for Industrial Democracy Pamphlet Series. 32 pp. Price 15 cents at the league, 112 East 19 Street, New York.

Answering "No" to his own question, Mr. Seidman presents arguments against compulsory arbitration and finds the cure for industrial strife in strong unionization and collective bargaining.

WHY THE CIO, by Alfred Baker Lewis. League for Industrial Democracy Pamphlet Series. 27 pp. Price 10 cents from the league, 112 East 19 Street, New York.

Defense of the CIO containing the case for unions in general, for industrial unions and denials of the charges of communism, dictatorship and violence in the CIO make-up.

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BERKSHIRE INDUSTRIAL FARM, Canaan, New York. A national, non-sectarian farm school for problem boys. Boys between 12 and 14 received through private surrender or court commitment. Supported by agreed payments from parents or other responsible persons, in addition to voluntary contributions. For further information address Mr. Byron D. Paddon, Superintendent, or the New York Office at 101 Park Ave., Tel: Lex. 2-3147.

CHILD WELFARE LEAGUE OF AMERICA— C. C. Carstens, director, 130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of Work. It also co-operates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phase of child welfare in which they are interested.

NATIONAL CHILD LABOR COMMITTEE—419 Fourth Ave., N.Y.C. Promotes child labor legislation, state and federal; conducts investigations; advises on administration; maintains information service.

AMERICAN LEGION NATIONAL CHILD WELFARE DIVISION, 777 North Meridian Street, Indianapolis, Ind. Three-phase program: Education; legislation for benefit of all children; temporary material relief to children of veterans of World War. Emma C. Puschner, Director.

THE INTERNATIONAL SOCIETY FOR CRIPPLED CHILDREN, Elyria, Ohio. Paul H. King, President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins. *"The Crippled Child"* magazine, bimonthly, $1 a year.

Foreign Communities

NATIONAL INSTITUTE OF IMMIGRANT WELFARE—1270 Sixth Avenue, New York. A league of International Institutes, Citizenship Councils and other local agencies specializing in the interests of the foreign-born. Gives consultation, field service, program content to agencies engaged in any form of constructive effort for the foreign-born in local communities.

Health

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.—Dr. Arthur H. Ruggles, president; Dr. C. M. Hincks, general director; Clifford W. Beers, secretary; 50 West 50th Street, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—50 W. 50th St., New York. Dorothy Deming, R. N., Gen. Dir. Advisory Service, statistics, monthly magazine.

NATIONAL TUBERCULOSIS ASSOCIATION— 50 West 50th Street, New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

AMERICAN BIRTH CONTROL LEAGUE—A clearing house cooperating with social workers in referring indigent mothers to medically directed birth control clinics in 42 states, including 19 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. President: Richard N. Pierson, M.D. Medical Director: Eric M. Matsner, M.D.

THE WOMEN'S FIELD ARMY OF THE AMERICAN SOCIETY FOR THE CONTROL OF CANCER, 1250 Sixth Avenue, New York City. An educational group of lay women active in forty-three states under the supervision of physicians representing state medical societies. Information, literature, speakers, newspaper articles may be secured without charge.

New York City

THE BIRTH CONTROL CLINICAL RESEARCH BUREAU, 17 West 16th Street; MARGARET SANGER, Director; has added evening sessions, Wednesday and Thursday evening from 7 to 9 P.M., for the benefit of mothers who work and cannot come to the Clinic daily from 9 to 4.

Negro Education

TUSKEGEE INSTITUTE, Tuskegee Institute, Alabama. Founded by Booker T. Washington. High school and college both accredited. Curricula designed to prepare Negro students to meet the vocational and social needs of successful living. F. D. Patterson, President.

Recreation

NATIONAL RECREATION ASSOCIATION — 315 Fourth Ave., New York City. To bring to every boy and girl and citizen of America an adequate opportunity for wholesome, happy play and recreation.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B. Cox, Executive Secretary.

Religious Organizations

COUNCIL OF WOMEN FOR HOME MISSIONS —297 Fourth Avenue, New York City. The Inter-Denominational body of 23 women's home mission boards of the United States and Canada uniting in program and financial responsibility for enterprises which they agree to carry cooperatively; i.e. Christian social service in Migrant labor camps and U. S. Indian schools. President, Mrs. Augustus Trowbridge; Executive Secretary, Edith E. Lowry; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell; Migrant Supervisor, Gulf to Great Lakes Area, Mrs. Kenneth D. Miller.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Benjamin Spitzer, Chairman Ex. Com.; Mrs. Marion M. Miller, Executive Director. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Avenue, New York City, Eskil C. Carlson, President; John E. Manley, General Secretary. A federation of 1123 local associations, through state and area councils, for Christian character education among youth. Meets annually to determine service projects and budget for cooperation with local member organizations in program, emphasis and interpretation, fiscal operations, etc. Emphasizes lay-professional cooperation, group and club activity, and self-governing programs of physical, social and religious education, public affairs, international education and special cooperative projects, citizenship, etc. Specialized work among transportation, army and navy, student, colored, rural, and certain other groups.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK —Paul Kellogg, President, New York; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-sixth annual convention of the Conference will be held in Buffalo, New York, June 18-24, 1939. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "not alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC. 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

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Professional Education for Social Work

For positions of responsibility in social work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Marion Hathway, University of Pittsburgh, Pittsburgh, Pa.

ATLANTA UNIVERSITY SCHOOL OF SOCIAL WORK
247 Henry St., S.W., Atlanta, Ga.
Forrester B. Washington, *Director*

BOSTON COLLEGE SCHOOL OF SOCIAL WORK
126 Newbury Street, Boston, Mass.
Rev. Walter McGuinn, S.J., *Dean*

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
Carola Woerishoffer Graduate Dept. of Social Economy and Social Research
Mildred Fairchild, *Director*

UNIVERSITY OF BUFFALO SCHOOL OF SOCIAL WORK
University Campus, and 25 Niagara Square
Niles Carpenter, *Dean*

UNIVERSITY OF CALIFORNIA, Berkeley, Calif.
Graduate Curriculum in Social Service

CARNEGIE INSTITUTE OF TECHNOLOGY
Department of Social Work, Pittsburgh, Pa.
Mary Clarke Burnett, *Head of Department*

CATHOLIC UNIVERSITY OF AMERICA
School of Social Work, Washington, D. C.
Rev. Dr. Thomas E. Mitchell, *Dean*

UNIVERSITY OF CHICAGO, Chicago, Ill.
School of Social Service Administration
Edith Abbott, *Dean*

UNIVERSITY OF CINCINNATI, Cincinnati, Ohio
Program of Training for Public Welfare Administration

UNIVERSITY OF DENVER, Denver, Colorado
Graduate School, Department of Social Work
Florence W. Hutsinpillar, *Director*

FORDHAM UNIVERSITY SCHOOL OF SOCIAL SERVICE
805 Woolworth Building, New York, N. Y.
Rev. Edward S. Pouthier, S.J., L.L.S., *Dean*

GRADUATE SCHOOL FOR JEWISH SOCIAL WORK
71 West 47th Street, New York, N. Y.
Dr. Maurice J. Karpf, *Director*

INDIANA UNIVERSITY, Indianapolis, Indiana
Training Course for Social Work
Louis E. Evans, *in charge*

STATE UNIVERSITY OF IOWA, Iowa City, Iowa
Division of Social Administration
Grace Beals Ferguson, *Director*

UNIVERSITY OF LOUISVILLE, Louisville, Ky.
Graduate Division of Social Administration
Margaret K. Strong, *Director*

LOYOLA UNIVERSITY SCHOOL OF SOCIAL WORK
28 North Franklin Street, Chicago, Ill.
Elmer A. Barton, S.J., *Dean*

UNIVERSITY OF MICHIGAN, Curriculum in Social Work, R. W. Kelso, *Director*,
40 East Ferry Street, Detroit, Mich.

UNIVERSITY OF MINNESOTA, Minneapolis, Minn.
Graduate Course in Social Work
F. Stuart Chapin, *Director*

NATIONAL CATHOLIC SCHOOL OF SOCIAL SERVICE
2400 19th Street, N. W., Washington, D. C.
Reverend Lucian L. Lauerman, *Director*

THE NEW YORK SCHOOL OF SOCIAL WORK
122 East 22nd Street, New York, N. Y.
Porter R. Lee, *Director*

UNIVERSITY OF NORTH CAROLINA, Division of Public Welfare and Social Work, Chapel Hill, N. C.
Roy M. Brown, *Director*

NORTHWESTERN UNIVERSITY, Division of Social Work
313 East Chicago Avenue, Chicago, Ill.
William F. Byron, *Chairman*

OHIO STATE UNIVERSITY, Columbus, Ohio
School of Social Administration
Charles C. Stillman, *Director*

UNIVERSITY OF OKLAHOMA, Norman, Oklahoma
School of Social Work
J. J. Rhyne, *Director*

UNIVERSITY OF PENNSYLVANIA, Philadelphia, Pa.
Pennsylvania School of Social Work
Karl de Schweinitz, *Director*

UNIVERSITY OF PITTSBURGH, Pittsburgh, Pa.
School of Applied Social Sciences
W. I. Newstetter, *Dean*

ST. LOUIS UNIVERSITY SCHOOL OF SOCIAL SERVICE
St. Louis, Missouri
Joseph Husslein, S.J., Ph.D., *Director*

SIMMONS COLLEGE SCHOOL OF SOCIAL WORK
18 Somerset Street, Boston, Mass.
Katharine D. Hardwick, *Director*

SMITH COLLEGE SCHOOL FOR SOCIAL WORK
Northampton, Massachusetts
Everett Kimball, *Director*

UNIVERSITY OF SOUTHERN CALIFORNIA, Los Angeles
Graduate School of Social Work
Dean, Emory S. Bogardus

TULANE UNIVERSITY, New Orleans, Louisiana
School of Social Work
Elizabeth Wisner, *Dean*

UNIVERSITY OF WASHINGTON, Seattle
Graduate School of Social Work
Arlien Johnson, *Director*

WASHINGTON UNIVERSITY, St. Louis, Missouri
George Warren Brown Dept. of Social Work
Frank J. Bruno, *Head of Department*

WESTERN RESERVE UNIVERSITY, Cleveland, Ohio
School of Applied Social Sciences
James Elbert Cutler, Ph.D., *Dean*

COLLEGE OF WILLIAM AND MARY, School of Social Work and Public Health, Richmond, Va.
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